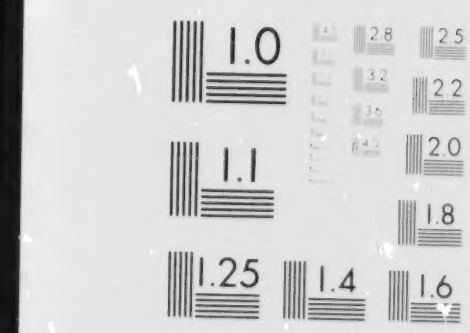1.0
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ABSTRACT

This report presents papers presented at a conference designed to provide insight into the specific ways in which community college personnel can collaborate with state and local planners to improve the quality of life in their communities. The introductory addresses presented in Session I discuss educational trends; among the trends discussed is the new emphasis on community and performance-based education, which utilizes a market analysis approach through which the institution attempts to identify the needs and desires of the clientele before designing and packaging the educational experience. Session II papers deal with the goals, functions, and responsibilities of state and local planning offices, community colleges, and state community college agencies in community improvement. The paper presented in Session III discusses the global view of the state and local community which is necessary for comprehensive planning. The papers presented in Sessions IV and V are concerned with the ways in which community colleges can improve the social, cultural, economic, and environmental aspects of the community. Session VI includes discussion group reports and a conference evaluation. The conference program and a list of participants are appended. (DC)

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State-Local Agency and Community College Cooperation for Community Improvement:

A Conference of State and Local Officials in the Middle Atlantic States

S. V. Martorana and
James O. Hammons, Editors

Center for the Study of
Higher Education

The Pennsylvania State University
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FOREWORD

The community college has become America's meeting place, to use a phrase coined by Edmund Gleazer. This image of the community college has no doubt resulted from its identity as a community service agency committed by philosophy to the specific purposes of serving all members of the community. This philosophy, however, has not always been accepted by the community college movement. In fact, it is a fairly recent phenomenon, having been preceded by education for transfer and expansion of occupational programs. The role of the contemporary community college is fast developing into one of improving the quality of life in today's communities.

The following pages contain the proceedings of a "first of its kind" conference aimed at enlightening state and local officials responsible for planning and implementing community improvement programs about the role community colleges can play in such endeavors. The Center for the Study of Higher Education of the Pennsylvania State University takes great pride in the variety of sponsors of this conference: the Florida State University, the University of Florida Center for State and Regional Leadership, the W. K. Kellogg Foundation, the Pennsylvania State Department of Education, the Pennsylvania Community College Commission, and the Monsour Medical Foundation. We feel that Dr. S. V. Martorana, Dr. James O. Hammons, and the other individuals involved in the initial planning of this conference are to be congratulated for the foresight they have shown in providing this opportunity to develop some insight into the diverse ways in which community college personnel and state and local planners might collaborate on improving the quality of life in our communities.

We believe the papers generated for and by this conference and contained in this volume of the proceedings are most useful to those who are concerned with fostering cooperative community improvement endeavors.

G. Lester Anderson, Director
Center for the Study of Higher Education

ACKNOWLEDGMENTS

The editors would like to thank Louis W. Bender, James L. Wattenbarger, Robert Knoebel, Joseph Bruno, and S. Hartley Johnston, the members of the conference planning committee, for their efforts in planning this very worthwhile conference. In addition, thanks are due to W. Gary McGuire and Tim Cangel, graduate assistants in the Center for the Study of Higher Education, for their outstanding efforts in organizing and managing the conference event. Mr. McGuire also deserves thanks for completing the tedious task of collecting typewritten copies of all the manuscripts and submitting them to the authors for their review. In this process, he was aided by Helene Friedman who completed the initial typing of the talks from tapes made at the conference. Finally, the editors would like to acknowledge the editorial assistance of Janet N. Bacon in the preparation of the final manuscript, which was typed on the Composer by Barbara Seale.

SESSION I/COOPERATIVE COMMUNITY IMPROVEMENT: SOME PROPOSITIONS

Chairman: S. V. Martorana
Research Associate and Professor of Higher Education
Center for the Study of Higher Education
Pennsylvania State University

INTRODUCTORY REMARKS

S. V. Martorana

There are seven states represented in our regional conference. You notice in the seating arrangement for dinner this evening, however, that only six tables were set. This was not by accident. The logic is that if we had fewer tables than there were states represented we would force individuals to move across their own state line. We want during the course of this conference to cause officials of different levels and types of responsibility to associate with other types of officials and also with officials in other states. Not only do we want, therefore, to crowd the participants in the conference a bit by the seating arrangements, but we also want to crowd the perspective of discussion a little to make room for participants who are not related to particular state duties. We are privileged to have present representatives from the American Association of Community/Junior Colleges and members of several other agencies that are interested in community college development and in community development but are not in positions of responsibility to act directly either for community improvement or for community colleges.

I turn now to present to you the people at the head table. I want immediately to present the most important person not only at this conference but in any other activity that involves anything that I do; I would like to present to you Mrs. Martorana: Carrie Mae. There are at the head table representatives from the planning committee for the conference and the sponsorship of the conference. Joseph Bruno is Coordinator for Community Colleges in the Pennsylvania State Education Department, one of the sponsoring agencies for the conference. Louis Bender is representing the Southeastern Leadership Training Center, Florida State University and the University of Florida. (We will hear more from Lou about the intent and the overall design of the conference and its sponsorship in a little while.) Stanley Ikenberry, Vice-President for University Development and Relations, is representing the Pennsylvania State University in a larger capacity than my colleague James Hammons and I, who are doing the legwork, so to speak, in connection with the conference. I am pleased to introduce

Dr. Ikenberry to you in several capacities. Not only is he Vice President for University Development and Relations, he also is a colleague in the Center for the Study of Higher Education. Robert Knoebel is Executive Secretary of the Pennsylvania State Commission for Community Colleges, another one of the agencies joining in the sponsorship of the conference. And, finally, I present Dr. Raymond Young, Senior Staff Associate of Arthur D. Little Corporation, a man long active in the advancement of community colleges in this country.

There is one vacant chair, you will notice, off to the right. The conference is sponsored in part by the Monsour Medical Foundation, Westmoreland County, Pennsylvania. Hartley Johnston, the representative of that agency who was expected, could not make the meeting this evening. We do want to acknowledge the participation of the Foundation in the sponsorship of the conference, and we hope that Hartley will join us in the sessions to follow tomorrow and Friday.

I indicated that Dr. Ikenberry has a number of official roles of interest to us in the community college. I shall call to your attention one more before I ask him to stand and make whatever comments he feels are appropriate in his capacity at Penn State and in relationship to the conference. Many people do not know beyond Pennsylvania the fact (but it is a fact of high significance to the community college) that he is also a member of the Task Force on Two-Year Postsecondary Education of the Pennsylvania Department of Education. The committee is looking at the functions and the future of the two-year colleges in this state, seeking ways to interrelate community college development to the communities and the state in viable new ways and on a statewide basis. I am pleased to present to you Dr. Stanley Ikenberry.

WELCOMING REMARKS

Stanley O. Ikenberry
Senior Vice-President, University Development and Relations
The Pennsylvania State University

My particular pleasure and responsibility is to extend a word of welcome to this conference. I do so, pleased that I can speak for Penn State, but also proud of the fact that there are multiple sponsors for this conference. I think that sponsorship is reflective to a great degree of the mission and purpose of the conference. Bringing together, if you will, departments of higher education at Florida State and at Penn State, bringing together two foundations, adding the support of the State Department of Education of Pennsylvania and of the community college presidents in Pennsylvania--it's unusual in itself to get such a diverse group to come together to sponsor an event such as this.

On behalf of all of these groups and individuals I offer a word of welcome. The mix in this conference, as far as I know, is a first in Pennsylvania. We have here tonight directors or chief administrative officers of state systems of community colleges from several states; presidents of community colleges from several states; representatives from departments of state government that are not themselves directly related to the process of education yet who are critically important to the planning that engages in education; and then, finally, the legislative branch is represented here also. So we have represented in the conference the legislative and the executive branch of state government, representatives from institutions, and representatives from statewide coordinating and governing bodies. This I think is a kind of mix that can produce an exciting discussion.

I heard a story which I presume is a true story that might serve as a text, Marty, for your conference.

Three individuals had to face the guillotine. One was a taxi driver, the other was a medical doctor, and the third was a planner concerned with the problems of higher education. As each of these three fellows came up to go to the guillotine, they got the guillotine set and ready to go. When they brought the taxi driver up to the guillotine, they gave him a choice. They said, "Do you want to look up toward the blade or do you want to look down?" He said, "Not me, buddy.

I'm going to look down. I don't want to see that thing coming." So he got over the guillotine and put his head across the block. When they pulled the line, the blade came down about three quarters of the way and stuck. The executioner said, "Well, you've done your duty. I'm not going to make you go through this twice. You're released."

Then they brought in the medical doctor. They gave him the same choice. They said, "Do you want to look up or do you want to look down?" He said, "I've been through many hard decisions in my life. I'll look up. I'm not going to turn away from a difficult problem. Let me see the blade." So they put him on the block. He turned his face up, looking toward the sky. The blade came down three quarters of the way and again stuck. Again the executioner said, "I'm not going to put you through this again. It's our fault, not yours. You're released."

Then the executioner brought the educational planner in. Bringing him to the block, he said, "You want to face up or you want to face down?" The planner replied, "I'm not going one step farther until you get this darn thing fixed."

So, Marty, it's a question of focusing on the issues, I guess, and getting things fixed in this conference and hoping that you keep your head in the whole process.

I want to say a final word about community services and the broadening concept of mission as far as higher education in this country is concerned. We've always talked about a multiple mission for higher education; the transmission of knowledge through teaching, the application of knowledge through public service, and the creation of knowledge through research in our colleges and universities. But, very frankly, we have tended over the years to give lip service to the interrelationship between colleges and universities and the environment in which they're located. As we faced the onslaught of a tremendous growth in enrollment in American colleges and universities through the nineteen sixties and the early nineteen seventies, and as we experienced a fantastic growth in the research function, particularly in major universities, the role of higher education institutions in community service tended to lag behind. Community service has received a good deal more lip service than it has actual performance on the part of most colleges and universities. Community colleges in our country have led the way in this regard, and are probably much more sophisticated about their relationship with their local communities and the way in which they can play a role considerably in excess of merely teaching students

or exploring the frontiers of knowledge. The kinds of issues that you will be exploring—health, the environment, and others—as far as the interrelationship between the institution and the community is concerned are particularly important. We have the time and we have the resources now to consider community service, and we have the motivation we did not have 10 years ago.

The other element that I see running through your program is the theme of cooperation. We're moving rapidly into an era in which the name of the game is cooperation. I don't mean the window-dressing kind of cooperation that has been characteristic of most interinstitutional and interagency relationships in the past. We're going to come to the point now in which it is going to be not only in society's best interest but in the institution's best interest to establish strong, meaningful interinstitutional cooperative relationships the like of which we've really not explored in the past. In fact, the plan of this meeting to discuss some of these issues speaks for an exciting conference.

For the role that Penn State has had in planning this conference, I can only say that I am proud of it. We're pleased you're here and we're grateful for the sponsorship that has come about through a variety of institutions and agencies teaming together to make this conference possible. All I can say is good luck and best wishes for a very profitable and exciting meeting. Thank you.

Dr. Martorana: Penn State's Center is actually serving as an extension in this conference, as a vehicle to carry on the program. The inspirational leadership and developmental activity on behalf of the community colleges has come for several years now out of the two state universities in Florida. Florida State University and the University of Florida have been providing a unique and effective support effort on behalf of the community colleges all over the nation, with support from the Kellogg Foundation. Their effort, which began as support for community colleges at the state level, has resulted in regional programs supporting community colleges throughout the nation. Penn State is proud and privileged to be the agency in our region that carries on the development that Florida and Florida State started and are carrying forward. All of the seven states in the Middle Atlantic states are represented at this conference. As I say, however, this is merely an extension of the Florida State leadership and vision. It's appropriate therefore to ask Lou Bender now to tell us where the seeds of the idea for this conference really started in the Florida group and how he hopes this might be replicated in other regions of the country.

PURPOSES AND GOALS OF THE CONFERENCE: MUTUAL EXPECTATIONS

Louis W. Bender
Director and Professor of Higher Education
State and Regional Higher Education Center
Florida State University

Thank you. Marty is being unusually kind to me tonight in spite of the fact that I was so late. Actually I left my home for the airport in Tallahassee at 7:00 a.m. in order to be on a 7:45 flight. Those of you who know the airport in Florida's capital city are familiar with the asphalt landing strip which occasionally must be resurfaced. Apparently they were working on the runway during the night, but some equipment broke down and we were delayed until 1:30 p.m. At least we weren't delayed by cows or alligators wandering onto the airstrip.

I understand that Marty was calling the desk to learn whether I had checked in and even made a long distance call to Florida. Naturally, as the conference director, you would expect his concern to be related to the conference. In reality, it was related to the fact I got up at five o'clock this morning to dig up a fig tree in our yard and bundle it for flight to Pennsylvania. This fig tree is for Marty, who claims he has successfully raised figs in New York and thus will demonstrate to skeptical Pennsylvanians that he can do the same in Centre county.

Since I have not had the opportunity to report to Marty on the situation during the dinner tonight, I shall take this opportunity to let him know his fig tree is somewhere between the Washington airport and Harrisburg at the present time. Because of the tight connections out of Atlanta, the fig tree was reassigned to a later flight. I also want him to know I deliberately left one fig leaf on the tree, taking great care to protect it in transit. I thought Marty should have at least one leaf to prove it is a fig tree, or for his own personal use, if he really wants to return to nature.

Now, let me tell you a little about the sponsorship and origin of this conference. Florida State University and the University of Florida have operated a partnership Center for State and Regional Leadership for the past four years which is supported, in part, by a

grant from the W. K. Kellogg Foundation. As most of you know, Jim Wattenbarger and I both formerly were state directors. It was natural, therefore, that we sought a grant to enable us to develop both pre-service and in-service programs for those who aspire to or are incumbents in state agencies. Both of us were also active with the National Council of State Directors of Community/Junior Colleges which was formally organized with bylaws and a constitution here in Pennsylvania during a conference in 1966 after meeting for several years prior to that time through the leadership of Marty and Grant Morrison who was in the U.S. Office of Education.

The FSU/UF Center for State and Regional Leadership received a four-year grant from the W. K. Kellogg Foundation to strengthen state leadership and coordination of community/junior colleges nationally. We are in our third year of operation. The first year, we concentrated on conference and in-service activities or concerns identified by the National Council of State Directors. Selected resource people were brought to the annual fall conference of that group; in addition, we used the Kellogg funds to support the first of what has become annual working conferences of standing committees of that organization. The standing committee conference enables state officials to develop testimony for use before congressional committees, position papers for use with other national organizations, and strategies for improving community college education at the state level.

The second year of operation of the center sought to encourage articulation among state directors and other state officials responsible for agencies which interface with their own. We sponsored a national invitational conference on articulation in New Orleans a year ago January for State Directors of Vocational Education, State Directors of Adult Education, and State Directors of Community/Junior Colleges. The proceedings of that conference have been used at national and state levels to foster better communications and working relationships between and among these state officials and their agencies.

This, the third year of the grant, has a new thrust. Jim Wattenbarger and I felt it desirable to examine the effectiveness of regional as compared to national conferences. At the same time, we wanted to focus this year upon community college education at the grass roots level. We believe there is clear evidence of the desire in our country for a return to allowing John Q. Public to enunciate his problems, desires, aspirations, and values rather than having them expressed through distant interpretation at the state or federal level. When we placed these

two objectives before us, we asked ourselves where we might begin in sponsoring a regional conference.

I must admit that I leaned upon Jim Wattenbarger heavily to make the Middle Atlantic our first priority. Both of us have known Marty for many years and have wanted to have an opportunity to work with him closely since his departure as a state director and his acceptance of the professorial position at Penn State. We hope the FSU/UF Center and the Center at Penn State will work together on some cooperative projects in the future. I must admit I also had a vested interest in wanting to hold our conference here in Pennsylvania. After all it is home to me; and, as many of you know, we have one son living in York, Pennsylvania with his family and another son living in Princeton, New Jersey. We expect to have a family reunion after this conference, obviously a bonus for me. I might observe, parenthetically, that we have planned a conference comparable to this one in Spokane, Washington this coming October to serve six Pacific Northwest states and two provinces of Canada.

Now as far as the goals and aspirations of this conference are concerned, I would endorse the excellent statement of Stan Ikenberry who has already outlined some of the components of our theme. In reality, we hope this conference over the next two days will reflect the concerns of the local level as expressed through those of you who are community planners, community college presidents, and board members who are sensitive to the local community. We hope the areas which interface with and necessitate cooperation from the state level will be identified by the state planners, the state officials responsible for community, junior colleges, and for your other state agency officials directly or indirectly concerned with education.

We have talked about the rapidity of change and the requirements for flexibility and responsiveness by community colleges as institutions committed to the indigenous needs of their service areas. Let me attempt to illustrate the change by using an example taken from this community of Hershey. Hershey is, as many of you know, a unique community. Milton S. Hershey, founder of the chocolate corporation and also of this community, demonstrated an understanding of and commitment to cooperative education long before educators even coined the term. He was interested in assisting orphaned boys and designed much of the life of the community to provide an educational experience for them. Perhaps some of you are unaware of the fact that the profits from Hershey chocolate bars and other Hershey products

are supporting a large and complex program for orphaned boys. A percentage of all stock in the corporation—I believe it approximates 60 percent—is owned by the Hershey estates which has a chartered responsibility to provide for such orphans. During the life of Milton S. Hershey, the total design and fabric of the community was dedicated to an educational experience for the boys. For example, Hershey was a company town. The electric company, the drug store, the lumber yard, the department store, and all utilities were corporation-owned. During the seven years we lived in Hershey before moving to Florida, we paid only one bill each month which covered everything from garbage collection to milk deliveries. Now the concept behind this company town was to provide cooperative educational experiences for the boys. A separate educational system existed from preschool through high school. During the junior high school years, the Hershey boys could elect to work as trainees to electricians, plumbers, carpenters, or could choose to take the college prep track. As a result, those boys who aspired to immediate employment upon completion of high school had experience prior to graduation. Those who wished to continue their education were able to attend the Hershey Junior College which was established as part of the educational system. In reality that junior college was the first community college in Pennsylvania, since Milton S. Hershey permitted sons and daughters of employees or residents of the community to attend, as well as the Hershey boys. That institution was absorbed by the Harrisburg Community College when it was established in 1965.

Now the illustration I would like to give concerning the context of the times concerns the Hershey bank. I believe it would be interesting for each of you to visit the main bank which is located at the intersection of Cocoa and Chocolate Avenues downtown. That bank was probably built 25 years ago or earlier. When you see it, you will immediately notice the white marble columns, the metal bars over the windows, and the heavy metal door which must be at least 100 pounds—at least it seems that way when you try to open it. As you enter the bank, you will see a gigantic vault placed squarely in the center of the building with an enormous door at least 15 feet high and perhaps three feet thick. The giant cogs which protrude from the door, as well as the mechanism to clamp them snugly into place, make you shudder at the thought of being trapped inside. The bank tellers stand behind high marble counters with iron bars separating patron and teller. The floor is solid white marble and the decor is austere.

Everything about that bank, which was designed for the farmers of the area 25 years or more ago, communicates the idea that it is safe and secure. It communicated the wisdom for the farmer to pull hidden money from the mattress and to bring it to the bank where it would be held safely at all times.

Just across from the entrance to this conference center you will find the new branch of the Hershey Bank which was built about four years ago. Walk over there and observe that building and what it says to the public today. In the first place, you will find well manicured grounds, including all kinds of ornamental shrubbery and flowers. The building, designed in a colonial motif, has beautiful curtains rather than iron bars to communicate a relaxed, homelike feeling. As you walk through a handsome mahogany door, you are immediately impressed with the sponginess of a two- or three-inch carpet. The counter separating you and the bank teller is low and open. Beautiful mahogany furniture, several vases of freshly cut flowers, and the general decor communicate the impression that this building is a place of success and profits. It suggests that one can bring money to this branch and enjoy the fruits of wise investment and use of that money. It communicates a different story to a different society and at a different time.

In my judgment, our conference is about the different requirements our society must meet in these contemporary times.

Community-based postsecondary education is predicated on an entirely different concept than higher education of 25 years ago. At that time, the professor designed his course on the basis of what he felt the student needed to know. Because he designed such a curriculum, he often insisted a transfer student take his course again, for no other course could communicate as well or exactly what he had designed.

The contemporary view of community-based and performance-based postsecondary education starts from a market analysis approach whereby the institution attempts to identify the requirements of the clientele before designing and packaging the educational experience. You who are community planners and representatives of community agencies are the key to appropriate curriculum design in the community college. State officials need to interface more directly and consistently if we are to have this approach for community college education in the future. We hope this conference can identify specific areas which individual states or combinations of states can work on as part of the follow-up of the conference. The seven states represented here

can serve as a pilot by designing a means of communicating community-based needs and requirements for which and to which the local community college, with the support and cooperation of the state director and other state agencies, can respond. I thank you for being with us and look forward to the sessions ahead.

Dr. Martorana: In 1956 I was privileged to be directing a statewide study of postsecondary educational needs in Michigan with special attention to the possibility of an expanded community college movement to better serve the localities in that state. At the time the legislative commission in Michigan was carrying on that study, the state of Illinois was sponsoring a similar study. The director of that statewide study was Dr. Raymond Young, our main speaker this evening. That was a start of a long professional association and growing friendship. In this field of advance planning at both the state and local level, Ray has moved to progressively more influential and important positions despite the fact that his predictions for Illinois were initially regarded as Pollyannish and ill-founded (as mine were for the state of Michigan). But both Ray's predictions for Illinois and ours for the legislative commission in Michigan have come true. Who would have thought that in the late 1960s there would be some 40 community colleges in Michigan when in 1956 there were only seven? A comparable growth was predicted by Ray in Illinois, and people said it would not happen, but it has. Illinois has one of the strongest community college programs in the country, one that is very much community-based. And this gets me to my next point about Ray Young. He has emphasized community service and involvement throughout his later studies and work, going first to the University of Michigan to head up a community college doctoral program there. While at Michigan he was also a member of its Center for the Study of Higher Education. He left that important duty to join the firm of A. D. Little, and in the work of that firm has had repeated opportunity to make both statewide and local community analyses. Having started with that dated reference to 1956, I close with a reference as recent as about three weeks ago in Kansas City when my colleague James Hammons and I heard Ray tell a group about the work that he was doing for A. D. Little to make communities in this country the local action sites of the future—more viable, more dynamic, and more effective than ever before. He discussed, at that meeting, a recapturing of local values from a trend toward state centralization, perhaps even beyond to regional-interstate centralization, and perhaps even to more development and overcentralization at the federal level. Those remarks by Ray at Kansas City were so exciting that we prevailed upon him to be our keynote speaker this evening and, I assure you, you have something to look forward to.

CONCENTRATION ON COOPERATION: EVERYBODY'S DUTY, EACH ONE'S GOAL

Raymond J. Young
Senior Staff Consultant
Arthur D. Little, Incorporated

Ladies and gentlemen of the conference: As I looked over the program, and as I became aware of the kind of group to be here this evening, I did face some considerable difficulty, I must admit to you, in knowing just what kind of comments might be appropriate to serve as sort of an umbrella under which much of the other discussion could ensue during the next couple of days. So I have attempted to prepare a few remarks that I think may be useful in helping set a kind of framework for what other speakers at this conference may deal with more specifically than I intend to here this evening. One of the dangers, of course, in attempting to do this in broad sweeps and in the short amount of time that I intend to spend on it this evening is that you can always be misunderstood for what you didn't say, and you can always be misunderstood for what you did say, but didn't have adequate time to elaborate upon and clarify.

Mr. Chairman and members of the Conference, the major focus of attention during this conference as we have heard before is upon *community* improvement. Therefore I want to begin my comments this evening with several premises about the nature of community that are useful to me in thinking about improvement.

Concept of Community

I take the point of view that communities are similar in many respects to living forms of life with which we are all familiar. Like other living forms of life, they come into existence; they grow; they change; they wither; they decay, and die. A community may be healthy, prosperous, expanding and improving itself, or it may become sick, deteriorated, and sterile. The condition of life in an area is reflected, in part, through its institutions, economic life, and social services. Thus, a community can be viewed as a living social organism which is subject to change due to forces imposed from within or

without. The geographical bounds of a community can be thought of as expanding outward from a central point at which people share a great many similar or common aspects of life such as work; traditions; value systems; and economic, social, and cultural interests, etc., much like the concentric circles created by throwing a rock into a pond of water. At different distances of the circle perimeters from the center, the kinds of things people share in common cease, while others persist to yet greater distances. But, the further the distance, the less personal, direct and immediate are likely to be the influences of sharing by those contained within the area.

A community, like an individual, at any given time in its life is part of all it has ever been in the past. Speculations about what the condition of a community or an area is likely to be in the future, barring unforeseen circumstances, catastrophes, or windfalls, must recognize that a community will continue to be very much like it has been in the past, and will build upon its past history to develop from that point on. We have to look at these things, and then we can develop understanding about its life history and its present conditions. Such an understanding involves a consideration of many complex interrelationships among elements of community life. Social institutions which evolve out of a given mixture of conditions are likely to reflect the nature of the larger social context. On the other hand, active leadership among community organizations and community agencies can serve as a stimulus to improving and marshaling the resources of an area for effective action on prevailing problems. Thus, the long-range influence of such leadership can be a reinforcement of desirable community attributes and conditions and a change for the better in those conditions which need improvement.

Dynamic Homeostasis a Useful Concept

If the concept of community (regardless of the size of the area defined) as a living social organism containing many component interrelated parts is an acceptable one, then one has a useful framework for considering how vital reconstruction and change can be brought about. I want to borrow from the fields of biology, medicine, and possibly psychology the concept of "homeosis" as a significant one applicable to thinking about the health and vitality of either a complex social institution or an entire community, regardless of its area. Homeosis is the assumption by any of a series of component parts of an organism

of a character proper to any other member of the series. The concept of homeostasis, therefore, is the state of equilibrium (or balance) among the components of an organism with respect to various effective or, as the case may be, ineffective functions. (The maintenance of steady states in the organism by *coordinated* processes that integrate, through adjustments, the component subsystems to accommodate changes either in the organism or in the environment are essential for healthy life.) This is true of the human body as well as the living organism we call the community. Community health, improvement, and development is, likewise, dependent upon the development and maintenance of a dynamic homeostasis through coordinated processes which integrate activities, which facilitate adjustments, and which respond effectively to accommodate changes emanating from inside or outside the social organism—the community.

Need for Reconstruction of Society

The lessons from recorded history and observations during our lives make it all too apparent that societies—aggregations of communities with common political, economic, and social (language, ethnic, religious, etc.) commonalities—that have not built into themselves the power of regeneration and reconstruction seem to stagnate, wither, decay, and deteriorate; sometimes they disappear. Due to many factors and conditions, it appears to some observers that major reconstruction of American life is now needed. I won't dwell upon these factors and conditions, for that is a large subject in itself. Among them are such things as the condition of transience and others discussed in *Future Shock*, the explosion of knowledge, the aftermath of several successive and costly military conflicts, population growth with consequent complexities and impending shortages of resources, the apparent erosion of standards for ethical and moral conduct of government, and certain trends which point towards events described and predicted several decades ago in *Brave New World*, *Atlas Shrugged*, and Orwell's *1984*. For example, we need to:

- Develop a new attitude toward youth in our local communities and a new sense of responsibility for them
- Reestablish the viability of life in the basic sociological unit, the family
- Improve the conditions in the environment which militate against health

- Inculcate a greater sense of humanity into society
- Re-examine, reconfirm, and/or develop realistic value systems and codes of ethical behavior
- Enhance the viability of community life
- Provide for the fuller realization of *self* in the individual through more effective provisions of opportunity, need assessment, and means for development in positive ways which are contributory to the general welfare, regardless of the age of the individual.

If events of the day, recent history, and projected trends point to the need for significant reexamination and reconstruction of American society, as some observers believe, how can these changes be best fostered in keeping with the basic premises and principles which Americans share and which undergird the nation? What is needed? From what source can leadership come? How can dynamic homeostasis be achieved in the social organism referred to here as the community? Before attempting a proposed solution to these questions, attention must focus upon the interorganizational character of a community.

Interorganizational Makeup of Communities

In a bureaucratic society such as ours, organizations have the responsibility for meeting most of the functional requirements of humans: economic, aesthetic, educational, religious, legal, and governmental. All the many organizations to be found in any community exist in an interorganizational environment upon which they depend for their own existence. The growth and/or decline of society itself is a function of the interrelationship among organizations comprising that society. The same may be said for a community however small or large. The interorganizational environment is the milieu of persons providing all forms of human services, and public educational institutions are no exception to this. Linkages throughout this environment are essential for the effective development of programs for human services.

The Need for New Role Definition of Community Colleges

Almost since I can remember, I have heard that one major function of a relatively new community-based organization, the public

community college now in the backyard of most communities of any size, was to provide human services of an educational nature which would enhance the life of people in their sphere of influence and also the general community. For the most part, I am still waiting. Results of several normative survey doctoral dissertations, literature on the subject, and various personal observations against the backdrop of personal visits to folk schools in Sweden and workers' universities in Yugoslavia lead me to several conclusions. Most efforts by community colleges along these lines are at best superficial and token in nature: not many community colleges have done more than scratch the surface of the potential human services which are needed in their communities. Preoccupation with achieving recognition as an institution of higher education with all the traditional marks of academic respectability presents a major obstacle to the provision of some human educational services which are badly needed.

Generally, community colleges that have sought to provide services beyond the offering of courses in the traditional (extension) mode have done so outside of a community human services structure and have, more often than not, been hampered by archaic state level funding policies and provisions that do not recognize some method for equating these services for funding purposes. This is not to belie or discredit the sincere efforts of many persons and institutions that have made remarkable progress in offering some services on a financial shoestring. Personal visits to eight countries (selected from 55 considered) around the world to interview Ministers of Labor, Industry, Coordination, and of Education have convinced me there is need for more cooperative involvement and cooperation in this country among educational enterprises and other agencies of government, industry, and business at the community and state levels *and between the two levels.*

Selected Examples of Community Human Service Leadership

Not all is glum as it may sound. I recently visited a community college which has been operating an extensive pre-high school basic education program for grades 1-3, 4-6, 7-8, and for high school completion, with diplomas being granted either by the community college or by a local high school as an alternative to GED testing. This college served 30,273 different individuals last year in 35 different locations, over one-half after 6:00 p.m. in the one county where it is located. It

also dignifies performance-based instruction using self-paced individualized multisensory programs for developmental and remedial purposes by labeling it as an *Advancement Studies Program.* The development of a walk-in mini-course system is attracting many "off-the-street" citizens who just happen in for the mini-course. Extensive short-term training, retraining, and upgrading on premises of business and industrial and government organizations is taking place. The president of this college was elected as the most valuable citizen of the year, an unusual tribute to a community college president.

Another college with an FTE of 6,000 last year served over 30,000 persons in over 80 locations in the Midwest.

In another urban area, a new city manager contacted community college officials and complained that most of the 600 employees in city government acted as if they did not like people. The result was courses in human relations geared to specific needs with pre-opinion and attitude tests and post-assessment of the same. The program has evolved to include a supervisory program for managerial people in city government. At this college, as at most business or industrial firms (including airports), priority for parking is not given to employees, the teachers or instructors, but to the customers—the students. A partial list of activities includes:

- Developing programs designed to help minority groups learn how to study and how to take (multiple choice) tests so they can get into city fire and police departments
- Working with the operating Engineers' Union and contractors to develop a program for getting young men qualified to operate 18 pieces of heavy equipment so they could enter the apprenticeship program. This involved working out a joint screening program, upgrading persons who did not have the prerequisite educational level of achievement, and developing an apprentice program
- Working with truck drivers, teamsters, and carriers to develop a truck driving program
- Developing a TV broadcast program following a talk show format on topics of interest to senior citizens
- Establishing with military recruiters a cooperative enlistment program, in which volunteer army recruits can earn up to 25 credits while preparing for their military occupational specialty

- Assessment of health conditions of underachievers
- Developing with the social welfare area agencies an area health education system
- Establishing with the Division of Children and Family Service an advocate program where older students can provide help to such types as a 14-year-old unwed mother or a 16-year-old mother with child-beating tendencies
- Creation of a citizens' Readers Theatre Group that puts on "plays for living" on topics such as open housing, drugs, lady-on-the-rocks, unwed motherhood, etc. Directors are now being trained by the college, and they can't train enough of them
- Providing workshops for social workers
- Holding workshops for police on crisis intervention (family quarrels included) and human potential seminars
- Working with the Community Action Program to upgrade and prepare child care center workers
- Teaching registered nurses operating room procedures
- Preparing Boy Scouts for Explorer Scout Posts.

These kinds of things hearten one as one looks around to see an institution, a customer-based institution, reaching out trying to serve as an active, aggressive agent in its community for general community improvement and upgrading.

The Role for the Future of Community Colleges

The point I want to make is that in the future, community colleges in this country are going to have to consider themselves as community service agencies rather than primarily as institutions of higher education. I don't for one minute debase the function of preparing people to transfer in the junior year. But that's got to recede into the background and take a secondary position to the main function of being a community-based institution in this country. Community colleges must assume a key leadership role in the reconstruction of American society in cooperation with other institutions. If community colleges of the future are to remain viable social institutions, they must become essentially a community-based leadership agency in an active and aggressive way. They must quit thinking of themselves

primarily as a sector of higher education and develop as their primary role the role of community leadership. This view will be most unpopular with some of my colleagues who have devoted much effort over the years, on the defensive, trying to prove that the first two years of community colleges were as good as the first two years of a four-year college or university—and that they were respectable places for students to go. I was once caught up in this effort with my blinders on. In fact, anthropological studies coupled with manifestations of prolonged immaturity in our society lead me to suggest that community agencies and institutions, including educational institutions, fail to adequately equip youth for adult life or to effectively facilitate the transition from childhood and adolescence to adulthood.

For over a decade we have heard how the community college could be a catalyst for a community. A motion picture even exists on this concept. While this more passive, coordinative role will still be the one possible in various communities, time and conditions call for a more active role in precipitating change in others—an active leadership role for community development, improvement, and reconstruction. If dynamic homeostasis is to exist within a community for positive change and good social health, these community-based institutions can and will need to assume a key leadership role in opening the arteries of communication; in the interjection of value examination serums against decay, deterioration, and disintegration; in serving as the heart of cooperative efforts among community organizations; and in periodically taking the pulse of community health.

To one college seeking alternative ways to provide human educational services, I have recently recommended that in cooperation with zoning commissions, housing authorities, public transportation and other utilities planning agencies, and other planning groups that there be planned in well-located and spaced areas, facilities for the provision of all human services, including facilitation of nontraditional educational delivery systems involving home-based delivery. The "customer oriented" service approach so long honored by the industrial and business world is the wave of the future for community colleges if they are to remain viable institutions. The time is past when the "here-it-is-come-get-it" philosophy and the "we-know-what-you-need; here-it-is" approach will suffice.

Interorganizational Linkages Needed

Earlier, the importance of linkages among community organizations was mentioned. They determine the quality of interaction between any one of the social organizations—including a community college—and the rest of the community. For a moment I want to discuss some practical aspects of the present ability of community colleges to perform effectively their role as it should be done.

Community human services as provided by a community college may be viewed as what the college does in cooperation with other community organizations and groups rather than unilaterally in response to specific community needs. Community colleges often lack the resources necessary to directly tackle all but the most superficial of community needs and they lack the social license to play an extended role. It has been expected that resources allocated to a college will be used primarily for providing educational credential programs and certain supportive programs such as business, student personnel, and administrative services. Colleges have not had social license to use these resources for a unilateral frontal attack on problems which require responses in addition to an educational one. That is why a college's greatest strength in having impact upon community problems lies in its ability to work cooperatively with other components of the community organism—through a human services community structure—that can also contribute human and physical resources. This is also why a host of community organizations need to recognize the community college as a powerful potential change agent. The college role can best be one of enhancing capabilities of persons both affectively and cognitively to cope with problems and to assist in the application of knowledge to community problems.

The value of the public community college as a catalytic agent or coordinator in the community in relation to other community groups is recognized; however, this role cannot and must not be assumed as the exclusive role. Many communities have scores of coordinating groups which have been around awhile, groups who are not just sitting around agreed among themselves about what the problems or solutions are and just waiting to be coordinated. The college will obviously work more closely with some community organizations than others in carrying out its programs. The closest linkage is likely to be with other community educational agencies: public schools, li-

braries, museums, colleges, and universities. Linkages will also exist with groups for whom educational objectives are secondary, such as churches, drama and art societies, business and industry, the courts, public employment agencies, professional groups, civil rights groups, recreation groups, welfare agencies, penal groups, and the like. Linkages will be with groups whose primary objectives are to serve others, for groups organized primarily to serve the needs of their own members are less likely to seek or need relationships outside of the membership. Three levels of linkage relationships can exist. They are:

Communication. Contact which involves knowing that the other organization exists, what its purposes are, and who the people are in the organization. In most communities, persons concerned with the same problems never talk to each other or share information! As one looks at a large metropolitan area replete with various planning agencies and commissions, offices and groups, it is quite enlightening to find people who for the first time are aware that other people are doing similar things or have similar interests.

Coordination. Developing dialogue aimed at information giving and reaching general agreement on mutual roles. This level involves face-to-face relations between members of different organizations, exchanges through meetings, correspondence, and possibly other forms of dialogue.

Program Cooperation. This level of linkage involves establishing working relationships between organizations to cope with a mutually diagnosed community need.

Community human services constitute the "cutting edge" of the college through which total college resources become increasingly more relevant to the problems and needs of the community. It is through human services programs that the college penetrates community life to meet the *now needs* of the people it serves.

Rationale for Legitimacy of Role

The service dimension for a community college derives its legitimacy, as does the institution itself, from its educational role. A community college is not after all a governing agency, a social welfare agency, a museum, a social club, a religious institution, a voluntary association, an employment agency, a theater, or a labor union. Community colleges are educational institutions. Community human services which they can provide are legitimate only to the extent they

represent an extension or expansion of the educational resources directed toward the economic, social, cultural, and civic needs of the people the college serves. The community college cannot always be a "prime mover" for change, for its role may often be a coordinative or supportive one. It will sometimes need to assume a "partnership" role in personal and community development. I talked about homeostasis a while ago. This is what I'm talking about here: one part of a series within an organism must assume its proper relationship to others so that a balanced, dynamic equilibrium within the organism develops. Educational approaches may be only one component in such development. Too often this fact has been an excuse among community colleges for not exercising community human services leadership. As mentioned before, community colleges may not possess all the human, financial, or physical resources. Furthermore, persons directly involved may perceive the resources of the community colleges as relevant only to selected aspects of their problem.

These kinds of considerations do not excuse community colleges or obviate the necessity for them to move in new role performance directions—as they must—to serve a leadership role in helping establish a dynamic homeostasis among components of the social organism—the community. To do this will require guts, imagination, hard work, and most of all a willingness to reorient the emphasis from the trivia and trappings associated with academic respectability to being a customer-oriented community human service-oriented agency with a mission to perform a key leadership role in the reconstruction of our society, beginning at the local level. These institutions can become the focal influence for initiating communication and coordination efforts among a network of institutions and agencies. In this way they will become a resource in achieving a dynamic equilibrium among components of the social organism we have called a community for its improved functioning and health.

Yes, cooperation must be the goal of everyone associated with a state or local level community; it is everyone's duty. The willingness and effort to cooperate in sharing information and efforts are indispensable to community improvement and reconstruction. Dynamic homeostasis within a community can be achieved when people concerned with all types of human services start thinking and planning together with the emphasis upon the customer.

SESSION II/COMMUNITY IMPROVEMENT: INDIVIDUAL OFFICE GOALS, FUNCTIONS, DUTIES, AND RESPONSIBILITIES

Chairman: Robert Knoebel
Executive Secretary
Pennsylvania Commission for Community Colleges

INTRODUCTORY REMARKS

Robert Knoebel

Last evening, Dr. Young got us off to a good start and certainly stimulated our thinking about the whole matter of the quality of life within the localities which community colleges represent. I think that it's difficult to really appreciate the complexity of our nation's social service and educational establishment. I believe there are something like nearly 400 agencies at the federal level involved in education; and, of course, they all deal in one way or another with what happens in each of our localities. Again, at the state level, many agencies and organizations exist that are involved in one sort or another of educational service. In the last five years we have seen a tremendous increase in the interest of many groups and the formation of new organizations to serve the public and to strengthen the quality of life within the community. So it goes from federal to state to local levels.

There is one thing that was not mentioned last evening, however, that is quite significant. I believe all of us who are connected with the community colleges will agree on one point and that is the matter of finance. Local communities are now receiving funds through revenue sharing which might be more effectively utilized for educational and social service purposes, through the mechanism of coordinated planning (which again points up the significance of a conference of this type where we can have together folks who represent many of the groups that are in each of the localities dealing with community problems).

Certainly the topic this morning of individual office goals, functions, duties, and responsibilities relates to this total matter of communication and coordination as Dr. Young so aptly described last evening. We are fortunate this morning to have with us several representatives of the groups that are extremely instrumental in this communication and coordination. I will now briefly introduce each of this morning's panel members. We have with us: Arthur Loeben who is director of the Montgomery County Planning Commission (in Pennsylvania just outside of Philadelphia); Alfred C. O'Connell, who is executive director of the Maryland State Board for Community Col-

leges; Robert E. Marshall, who is director of West Virginia Department of Mental Health, Division of Community Services; and Roger C. Seager, who is president of Jamestown Community College in New York.

LOCAL PLANNING OFFICE PERSPECTIVES

Arthur Loeben
Director
Montgomery County (PA) Planning Commission

Thank you very much, ladies and gentlemen; it is a pleasure to be here this morning. I hope a planner can make some contribution to this worthy subject.

When I thought initially about what I would say this morning I labored with it; but, after listening to Mr. Young last night, I went back to my room and revised my presentation. I hope I have made an improvement; we will find out later.

A few words before I get down to what I have in mind about this concept of community. The concept in America today is very difficult to achieve, especially in large metropolitan areas. Perhaps it is easier to grasp in exurban or rural areas where small towns are distinct communities and have more distinct shape, form, and boundary, and where people are able to relate more directly to a community. But in larger metropolitan areas, such as the one in which I labor (a metropolitan area of five million people), preserving the concept of community is becoming more difficult every day.

As long as one stays on the physical side—the arrangement of things in their spatial distribution, such as the roads, streets, streams, or things of that kind—we have no trouble. When we drift into the more social aspects, such as the social implications of urban renewal, antipoverty, group relocation and dislocation, and things of that kind, viewers are not on altogether common ground. Economic and aesthetic areas and cultural aspects of a community are separated even further. But I would hope that with this mixed group of educators, planners, and social service agency representatives, we could achieve a broader concept of community.

I can agree with last night's speaker, Mr. Young, that a community is interorganizational, fragmented into an agency for this and an agency for that, a group for this and a group for that—each one advocating its cause, or its goals. But I would go further and say that communities today in America are old enough to be very much involved in cycles and some communities are even recycling themselves.

It's hard to generalize about communities. I think you will find communities that are in very advanced cycles, communities that are in very early cycles, and communities that have gone over the hill and are trying to recycle themselves, such as our large, central cities.

To generalize on communities becomes even more difficult because of the distribution of size and because of their stage in evolution. Within metropolitan areas, communities tend to be hierarchical—communities within communities within communities within communities. That makes life much more difficult. To ask someone to relate to an area of five million and say, "I belong to this metro" is unrealistic. If you visit Vienna and somebody asks where are you from you say you're from Philadelphia; but if you visit Hershey, you don't say you're from Philly but that you're from a suburb of Philadelphia or even a neighborhood in Philadelphia.

How you relate to a community is a relative thing. The farther a person gets away from his community the greater is his tendency to relate to the bigger community; the closer a person gets to a community the more he relates to the smallest element in that hierarchy. That causes all kinds of problems, and is what we planners call community identity.

We like to plan for community identity; we like to have people sense something which says, "This is my central focus, my identity; I relate to this community"; but it's getting very difficult to do that. We used to use statues, monuments, parks, courthouses, or almost any kind of physical thing to identify a community; but in today's mobile society such an identity becomes more difficult.

Another problem with communities today is that nobody is in charge. We used to have an image figure, usually the most powerful man in town. But today the mayor of any big city is no longer in charge. In smaller communities it is still possible for a mayor to be literally in charge; but in large cities it becomes very difficult to find one or even a group of leaders in charge called the movers and shakers.

Who are the movers and shakers in a community? If you can identify the movers and shakers, they are the people in charge. It's getting very difficult to identify them because of their mobility. They drop in and out of a group depending upon the fortunes of politics, economics, and health. They can withstand the onslaught of indignant citizens and unhappy constituents just so long before they drift away.

It's getting more difficult for planners to find and establish goals and objectives for a community. The theory in our system is that

if we can know the goals and objectives of a community we can plan for a community. That sounds nice and simple; but how do you find the goals and objectives of a community? What does a community really want to be? Do communities want to grow quickly? Do they want to grow slowly? Do they want to be rich? Do they want to be poor? Do they want to be pretty or do they want to be ugly? Do they want to be clean or dirty? Community goals vary.

It's much easier to get a resolution of any given issue before a community. Issues come up out of the ground like flowers in the spring: tax increase, new highway, new sewer plant, expanded water systems, or annexation. You can get people interested on a given issue. But to get community members to take the issues in total is very difficult.

Community image—the image of a community in the eyes of the members—is a very fragile thing. It's fragile in its determination; but, once it's determined, it tends to endure. For example, Hershey has an image and you heard it described last night. That image for Hershey is going to endure for a very long time even if Hershey should substantially change. Even if Hershey and Harrisburg should become a big metropolitan area, Hershey will have the image of a patriarchal company town. That image is not going to change because it has been so well established.

For other communities with other images, this is also true; to change the image of some of the old coal towns in Pennsylvania or other states is very difficult. To change the image of a wealthy suburb is not easy. For example, a close look at Bryn Mawr today shows that suburb to be deteriorating physically; yet, if I say "Bryn Mawr" to you, an image of education, money, cocktail parties, and things of that kind is automatically generated. But it's not always true. So, the image, while developing, is a fragile thing; but, once established, it tends to endure.

Well, what is community improvement, if we have trouble figuring out how to analyze a community? How do we define our community improvement, which is another aspect of this conference? Does community improvement equate with "boosterism" (which chambers of commerce are noted for)? Or is community improvement some sort of a change in the quality of life?

Almost everybody can list all the things a community wants. In Montgomery County we used the questionnaire approach, which is

a legitimate approach today—everybody likes it—to try to determine some of these desires in our community. We pulled every eightieth name from our voter's registration list in the county of about 300,000, and we mailed a long questionnaire to 4,000. We received a response rate of 43 percent, which is quite a high response for a mail questionnaire.

Here is one item from that questionnaire which should be of interest to you: "Every community should have most of the following qualities. Which five are most important to you?" We listed 10 or 12 qualities. Here are our responses: good schools (88 percent); good public safety (69 percent); parks and open space (64 percent); residential areas free from traffic and noise (48 percent); convenience to medical facilities (37 percent). Some of the others which ranked high in our community (but not in other communities) were: a variety of housing, convenience to shopping, convenience to employment, and convenience to public transportation. Low taxes with few public services drew only 19 percent; so, the old taxpayer revolt is relative to what they believe in or are willing to pay. Had we asked, "Do you support a 10 mill increase?" we might have gotten a quite different response.

Then we asked: "Between 1960 and 1970, Montgomery County had a population increase of over a hundred thousand. Would you prefer that rate to increase?" The responses were: "I would prefer the growth rate to decrease a lot" (28 percent); "I would prefer the growth rate to decrease a little" (31 percent). So, almost 60 percent want growth to be controlled; or, in today's words, they want a moratorium, a minus growth or restricted growth. This is one of the biggest issues surfacing in America. We also asked the respondents whether they agreed with the statement that, "Every community needs a sense of identity, some kind of focal point or landmark as a center for community life." Twenty-nine percent strongly agreed; 33 percent agreed.

We got some interesting results from that; but, if you gave the same questionnaire to another community, I am sure you could expect different results. It was our attempt through this questionnaire to develop a statement of goals and objectives for Montgomery County. We now have a statement, listing the goals that many communities aspire for.

Some day we hope to sharpen that and to get to a tradeoff. "Okay, if you want this, you've got to give up this." That's when you

get down to the reality of the "law of opportunity costs." We haven't reached there yet, but we will. First we have to get to what we planners call the "wish-list" of things that every community would wish to have; then we can get to the priority or the tradeoff or the opportunity costs.

Well, so much for some general things. As far as making a contribution to the deliberation here, I am certainly the last one to stand here and say what community colleges should do or should not do, or what policies they should adopt. Certainly the planning commission and community college in Montgomery County share a very close, warm working relationship. Our president is here today and I'm sure you'll hear from him later. We worked very closely together from the beginning. Both Dr. Brendlinger and I served on a committee which established and located the college. We've had very close working relationships and I think we will continue to maintain them. But he has issues and problems and I have issues and problems. I will give you my list, for your consideration, of issues and problems; and you can debate which items from the list community colleges might get involved in, or should not get involved in.

We're trying to establish a growth policy for Montgomery County. How fast should we grow? Where should the growth be distributed within the county? What kind of growth? How much of the minorities should be absorbed? Where should we put the minority groups? How many of the blacks from Philadelphia should we absorb into Montgomery County? Where should they be located? Obviously that's not a very simple issue; it's difficult and we certainly can use a little help with it.

The next one is how to meet the housing needs. We have a severe housing shortage, especially for low and moderate income families. We are a net importer of labor, even from the city, which means we have a demand for housing for low and moderate income people. If we house these people in our community, it's going to have an economic and a social impact on our community which could change our social structure, affect our school cost, burden our police. So there's another issue.

Preservation and protection of natural amenities is another issue for us. In an expanding community the environmental resources tend to be destroyed and absorbed and misused. We should have a high priority for preserving all the natural amenities as the community grows. The control and regulation of land development is a hot issue

for us. We deal with a case involving zoning and development on land everyday. Do you allow this change in zoning or do you allow this density of apartments and this highrise? We have a land development project adjoining the community college which will have an impact on the community college itself, let alone the community within which the community college is located; and that community, in turn, is in Montgomery County; and Montgomery County, in turn, is in the Philadelphia metro. So it gets a little bit sticky in some places.

Then we have a task of modernizing local and county government. We just made a valiant effort to try to get a home rule charter passed, and the people voted it down 51 to 40 percent, a pretty close vote (thirty-five hundred votes out of 80,000). Now we must go back and figure out how we can modernize government when we lost at the polls. How a community college can help on that, I don't know. I'll listen to the rest of the conference, I guess.

We need some new tools for community development. The old tools we have been using for about 30 years in Montgomery County are getting a little old; they're not working so well. We've had zoning for 50 years; but zoning isn't always working these days. We need some new things. Where are they going to come from? How do you increase citizen participation in the process of community improvement? How do you increase informed citizen participation, legitimate citizen participation—not the crank, not the advocate, not the self-interested—but informed citizen participation? How do you improve cooperation in the region? How do you get people and government leaders to work together and cooperate? I agree that one of the big problems is that people in a community don't even speak to each other.

Hospitals are the most expensive thing we build in today's world, even more so than colleges. It's the single most expensive facility that a community must provide, and it often costs up to $100,000 a bed. Health planning is in each metropolitan area and we're trying to establish a health planning process. We are working for comprehensive health planning as mandated by Congress, and I serve on the board for the regional comprehensive health planning in Philadelphia. We're trying to review all applications for federal grants for health facilities and services. I often thought certain fields like education were complicated, but I assure you I don't know anything that is more complex or sensitive than the total field of health. Everybody in it is bickering today over how to handle it. So the health field is a whole new area.

The establishment of capital programming, which I refer to as the allocation of funds and the priorities, is very rarely done systematically through an orderly capital programming and budgeting process. Communities need help in this area as well as planning to meet the needs of its very special groups: the elderly, the young, the poor, the crippled, the handicapped. Every society has various numbers of these special groups and they have very special needs which are often ignored. They're just beginning to surface.

Well, these are some of the things we're struggling with. The community college, I know, is making an effort to cooperate in the solution of some of them. The community colleges that I know of are not making an effort in others, and I think there are perfectly good, legitimate reasons for those decisions; but maybe we can get a little debate on these various issues and see which ones are legitimate for further activity.

STATE COMMUNITY COLLEGE DIRECTOR'S OFFICE PERSPECTIVES

Alfred C. O'Connell
Executive Director
Maryland State Board for Community Colleges

First of all, let me say that I am very happy to be here today as the Maryland state level representative to this conference, and I am especially pleased to be able to participate in this conference, in part at least for personal reasons. Many of the individuals who have been involved or are involved in developing this conference have worked with our individual community colleges in the state of Maryland, individually and collectively, and also with the state board. So we are happy to be a part of that scene today.

I've been asked to address today's topic from the perspective of a state level agency. Well, I need not point out that virtually every state in this union has some form of state level agency which is responsible for the community college program in its state, and they all tend to be somewhat different. In some states the state level agency is a governing body; in other states it is a coordinating body; in some states it has both governing and coordinating responsibilities. In some states the state level agency responsible for community colleges is part of a total higher educational body with responsibilities that include the four-year colleges, the universities, private institutions, and what have you. In other states the state level agency is still a part of the K-12 public school system. In some states the state level agency has responsibilities for full state level funding, and there are certain implications which flow from that.

What I'm trying to point out is, it's really impossible to speak to the total national view of the state level agency because of the great differences. Even among the six or seven states represented here today there are significant differences in the perspective of a state level agency. So I'm going to use the state of Maryland as my example, and I think many of the things that I will speak about with respect to Maryland are generally, if not particularly, true across the country.

Since I'm going to speak about the state of Maryland let me begin with a thumbnail sketch of the community college system that

exists in that state. Maryland's first two-year colleges were established in 1946. We had two of them in that year. I think perhaps the major reason for establishing the institutions at that point in time was (1) to handle the enrollment bellows that followed World War II and (2) to provide transfer opportunities to senior institutions. I think it's fair to say that there were some questions about whether or not community colleges in the state of Maryland were originally intended to be a permanent part of the educational structure, because from 1946 to 1961 we operated without benefit of statutory authorization or recognition. I guess it's fair to say that we didn't operate illegally, but certainly extralegally. It wasn't until 1961 that the Maryland General Assembly officially recognized our two-year institutions as a permanent part of the higher educational structure. Most of the growth and development that we've had in our two-year colleges has come really from the early 1960s onward. We now have a community college system of 16 institutions scattered across the state with about 95 percent of the population of Maryland within commuting distance. This past fall we enrolled nearly 60,000 students in our community college system, and another 30 to 35 thousand in community service programs within the community colleges. A little over a decade ago we had a total operating budget for community colleges in the state of some three or four million. This year it will exceed 75 million. Originally, in fact as recently as ten years ago, there wasn't a single permanent campus developed in the state of Maryland for community colleges that was originally designed as a community college facility. Today all 16 of our colleges are operating on their own facilities. We've invested over the past 10 or 12 years some 200 million dollars in Maryland in physical facilities.

I'd like to identify just two of the most significant characteristics of the community college program and institutions in our state. First, it is comprehensive. We have over 200 degree and certificate programs available across the state of Maryland. These are both occupational and transfer programs. I think the real focus of comprehensiveness in our colleges is in the community services area. Here, too, I think we would agree with what Ray Young said last night where the major emphasis in this area is in human services. Let me just mention a few. Some of our community colleges provide through their community services divisions programs for physically and emotionally handicapped children between 10 and 12 years of age. At the other end of the age spectrum, we also provide programs for senior citizens. In fact, this

past session of the Maryland General Assembly passed a bill which will provide free tuition for senior citizens in the state of Maryland. We have extensive programs for veterans returning to higher education in the state. At the same time, with the number of military bases in the state of Maryland, many if not all of our community colleges are actually operating on military bases serving servicemen who are still in the military service. We have extensive guidance and counseling programs for citizens in the community who may not be enrolled in the institution. We have a number of outreach programs: most of our colleges operate extension centers in the communities that they serve. We have programs that are designed to appeal particularly to women. We have day care centers for parents who have no other alternative and need day care centers for their children if they are going to attend our institutions. Many of our colleges are working with penal institutions in the areas they serve; and every one of our community colleges is intimately involved in any number of programs with local businesses and industries that I won't try to go into any detail about.

The second major characteristic of Maryland's community college program is that we take very seriously the term community in the title community college. In every sense of the word, our institutions are community oriented; and, we define community in Maryland (for legal purposes) as being largely a county unit or, in the case of one city, the city of Baltimore, a city unit. These colleges then are community oriented; they are in that sense locally sponsored, locally operated, and locally controlled. Fifty percent of the funding for the operation of these institutions and for the capital expenditures comes from local sources. So much for an overview of the community colleges in our state.

Now let me speak a little bit about the state level organization that I represent, the Maryland State Board for Community Colleges. The board was established in 1969. Previously, the state department of education in our state provided state level coordinating services, such as they existed at that time. We have an eight-member board, appointed by the governor. To the best of my knowledge we are the only state level agency that has a voting student member. We have just completed our first year with a voting student member, and the world didn't really come to an end.

The statutes in Maryland define the board's responsibilities fairly specifically. They generally fall into four major headings: long-

range planning, coordination, service, and leadership. I'd like to direct my remarks really to those four areas.

I think maybe in many respects one of our most significant ongoing responsibilities is in the area of long-range planning. In our state the overall responsibility for long-range planning for all of higher education is a responsibility of the Maryland Council for Higher Education, an umbrella coordinating agency with representatives from all of the segments of higher education. Within the council's overall responsibility, the state board has both a statutory and administrative responsibility to develop a long-range plan for the community college segment of the total operation. Last year, the state board completed its first ten-year master plan for community colleges. The plan restated the philosophical rationale for community colleges in our state within which it set a series of objectives for the community colleges over the next ten-year period. Within the scope of the plan we were responsible for: developing a ten-year enrollment projection, identifying new programs to be introduced, identifying a total range of community services to be provided, identifying new and expanded facilities needed, and estimating operating and capital expenditures. The development of this master plan was a cooperative venture involving all of the state's community colleges and several state agencies. The state board now maintains responsibility for updating the plan on an annual basis.

The second area of responsibility for the state board is that of coordination. In Maryland the state board is not a governing body; it is a coordinating body. We view ourselves as the operating point of contact for all issues regarding the community colleges. In this context, we work with local trustees, college presidents, and local county government groups in developing legislative proposals for the Maryland legislature. We try to provide program coordination for the 16 community colleges through program review and recommendation. We work with the State Department of Education and the State Vocational Education Advisory Council in coordinating occupational programs for the secondary schools. We assist regional planning councils upon request. We attempt to work with the Department of Employment Security to develop more effective and useful manpower data for the community colleges. We represent the community colleges individually and collectively with all state agencies that have responsibility either to review or approve programs, budgets, and facilities.

The third area is one of service. These are not really discrete areas: there's a great deal of overlap, obviously. The state board through its professional staff provides services to the individual institutions in the areas of program development, physical facilities development, and budgeting. We are attempting to provide at this point in time an integrated management information system for the community colleges. We prepare and publish statistical data which relate to community college activities in our state. We try to keep the community colleges informed through the issuance of a monthly bulletin. We have recently become involved in the development of a public service institute which serves community colleges. One of the handouts we provided for you is a brochure describing the Maryland Public Service Institute.* In the state of Maryland we have approximately 100,000 individuals employed either by the state government or county or municipal governments. The State Board for Community Colleges is currently sponsoring a public service institute which is designed to bring together the upgrading and educational needs of the various governmental agencies with respect to their own employees and the educational institutions that can provide those training and educational services. We are involved not only with the community colleges in this effort, but also with the public school systems, the four-year colleges, the private colleges, and the universities.

The last area in which we attempt to provide a service is leadership. The state board is statutorily responsible for identifying ways in which the community college can respond to state and local needs. Then, in turn, we are responsible to make recommendations to the appropriate local and state authorities for ways in which those needs can best be met, and let me leave it at that point.

*Available on request from Maryland State Board for Community Colleges.

STATE PLANNING OFFICE PERSPECTIVES

Robert E. Marshall, Director
Division of Community Services
West Virginia Department of Mental Health

I was asked to represent the various other state agencies participating in this meeting and to discuss my own division, the Division of Community Services, which is a part of the West Virginia Department of Mental Health.

In order to understand our division you have to look at our goals and functions. Given the limited time for this presentation, suffice it to say that our staff provides technical assistance and program development expertise to approximately 30 community mental health/mental retardation centers and clinics across the state of West Virginia. We have in our own jargon defined service areas as "catchment areas." A "catchment area" is a geographic area of five or six counties, organized to serve a population of 75,000 to 200,000 people. As of June 1974, comprehensive service programs have been initiated in seven of our 13 catchment areas. These programs have been funded, for the most part, from federal, state, and local funding sources. A comprehensive program for community mental health is achieved by providing inpatient, outpatient, partial hospitalization, emergency, and consultation/education services. Some have called this the "laundry list"; and, although it is almost self-explanatory, let me elaborate. For example, we have inpatient services providing full-time hospital care for the mentally disabled, as well as individual counseling, psychiatric, and diagnostic services at clinics and centers. Further, local emergency care is given to those individuals needing treatment at a distant state mental hospital, especially where the patient shows bizarre behavior. In recent years we have been educating the general public to the importance of preventing mental illness and of using other professionals to assist in the helping process for people in trouble. That's where we get into mental health consultation. Hence, every center in our state has the goal of providing the five basic services, including the provision of mental health educational services and consultation with other professionals.

In West Virginia most of the comprehensive services are provided by the mental health centers, which are administered by nonprofit administrative boards. In contrast, as I understand the system in some other states, the comprehensive centers are primarily administered by the state authority, although they have local advisory boards. In West Virginia, these boards submit annual applications to our agency to request use of state-appropriated funds. Much of the work of our division relates to this process of accepting the application, evaluating it, determining whether it meets our criteria for standards, and so forth.

More important to this conference is the department's relationship to other state and private agencies. Back in 1961 when the West Virginia Department of Mental Health was in its infancy, we were involved in collaborative efforts with very few other agencies. But, over the years, numerous written agreements with other public and private agencies have been developed, such as the one with the State Department of Welfare. We expect this million dollar contract, which provides federal-state funds for serving eligible welfare recipients at our community clinics and centers on a subcontract basis, to double this year.

Another type of interagency cooperation is our recently initiated Child Development Program, which involves four agencies: the departments of education, welfare, health, and mental health. These agencies have created an interagency council and established a special program of services which, if we were to talk about them in detail, would take all morning. In this children's program, we are serving both the disabled (or disadvantaged) children under six years of age and their families. Some of you have similar programs. In West Virginia, it is an excellent example of interagency cooperation mandated by the governor.

I was asked about the planning we are doing in our state. We have recently hired a mental health planning coordinator. Our planning task forces are operating, meeting with staff from other agencies, from public as well as private and local groups, to revise and bring our plan up to date. In addition, we plan for additional input from state legislators, local officials, and related professional groups, with the final report to be endorsed by the governor, and published this fall.

One can readily see the importance of the educational program in our plans. Not only will well-trained manpower be essential to achieve our particular goals, but the infusion of our kind of philosophy

into the classroom is vital to the atmosphere needed to achieve a positive mental health attitude among our young people. In relation to community colleges, our interaction has been minimal to date. There are community college people here from West Virginia. While I have not met all of them as yet, I have worked closely with some of their counterparts in West Virginia. I must confess I am really unfamiliar with many of our community college programs. Therefore, I felt it important to attend this meeting. Nonetheless, significant steps have been taken. For example, student placements have been made at some of our psychiatric facilities. A recent publication of *Horizons* explains one of our student placement programs at the Weston State Hospital. The magazine article describes the assignment of a group of psychology and sociology students to the hospital as part of the hospital community. They have done a tremendous job. Indeed, I believe the program to be one of reciprocity of reward, with both students and patients profiting from the experience.

After consulting with various representatives from West Virginia's community colleges, we have found many ways in which our agencies can expand existing ties and work together in the future. First of all, the concept of using college students in our community centers and state hospitals, on a definite field work assignment, should be continued and expanded. In most instances, funds have not been available; but efforts are underway to secure such funds to provide salaries for the students, who otherwise must drop out or find some kind of gainful employment to keep going. I remember a program request two years ago from Clarksburg, in which state dollars were requested to pay a stipend to a student in training. At that time the stipend was not approved; but we will see the time in the future when it will be. Such students are capable of making home visits, working in activity and recreational groups, and performing various related functions under the proper supervision of a mental health professional. Mr. James Randolph from our Parkersburg Community College has worked very closely with a local mental health clinic to begin doing these kinds of things.

College students who are interested in the behavioral sciences should have an opportunity to visit operational facilities and to learn, firsthand, the nature and scope of our comprehensive mental health programs. There should be a mutual exchange of staff personnel between the community college and the community mental health programs and state hospitals. Mental health professionals have knowledge

and skills that could provide instruction for community college classes and the college faculty could provide training and instruction of many of the personnel we have in our field locations. For instance, we employ paraprofessionals called community mental health workers. These individuals, many of them with sixth-grade educations or less, are able to learn the functions and skills required for such positions and their contributions have been very helpful. These individuals could gain much from additional training!

In order to assure the smooth operation of the proposed interchange between our agencies, it is essential that we have an interagency advisory council which would meet regularly, discuss the various operations that are underway, assess the progress, and monitor the operation as it evolves. This will provide a vital and necessary continuity to the program, as staff members come and go.

Another aspect of interaction is the use of college students as volunteers in our hospitals and clinics. There is a refreshing vitality in a young student assisting elderly men or women who have lost, perhaps, all hope for the future. Can this be underestimated as we think about the mental health needs of our citizens?

As the relationship between colleges and centers grows and deepens, one can anticipate further mutual benefits both in terms of ideas and facilities. Most mental health centers could benefit from the use of college auditoriums for civic meetings, and their theatrical stages might be utilized for an emotional treatment technique called psychodrama. It does not take a great deal of imagination to think of the potentials and the possibilities for the reciprocal interchange of facilities. Mental health centers often have classroom facilities or day care and recreational activity spaces which could be shared on a part-time basis with the community colleges. For example, the Greenbrier Mental Health/Mental Retardation Center, which was formerly the Greenbrier College for Women, has one of the best gymnasiums and olympic-sized swimming pools in the area where it is located. So, you see the possibilities for interchange; and, in your own community, you can probably think of examples of how the community mental health center could be working with you on these ideas.

Finally, each agency and community college can be a vital force with state legislators, municipal officials, and others who provide fiscal support for our program. Praise or support for a community mental health center coming from one of our community college presidents may mean more to a legislator than it does coming from our

Director, Doctor Mildred-Mitchell Bateman. By the same token when we, as mental health officials, support community college efforts a similar result follows.

In conclusion, the potential for mutual cooperation and benefit is very great; and the possibilities are just now beginning to emerge, especially in West Virginia. Together, we can make a much better socio-psychological system for both the students and the mentally troubled persons in our society!

COMMUNITY COLLEGE PRESIDENT PERSPECTIVES

Roger C. Seager
President, Jamestown Community College

Thank you very much. First off, I'd like to share with you a thought that's been growing in my mind since I saw the roster of the people to attend this conference. That thought grew last evening when I met some of you and learned of your distinguished experience and titles. It has grown this morning.

Several weeks ago when Marty called me about the possibility of being on the panel, I knew that Hershey was a very nice place. Marty is a persuasive fellow, and it sounded like a good thing to do. But now that I face many of you and realize how far you are into this whole matter of community improvement and the expertise that's represented in this room, I am reminded of the story that Fred Hechinger tells about the convict who was walking the last mile to the electric chair. As he walked down the corridor and sat down in the electric chair, he said, "This should teach me a lesson." As I face you this morning to talk about this topic that you know a great deal more about than I do, I feel the same. "This should teach me a lesson."

Obviously my task is to focus on the direct interface between the community college and its community, however defined. When you address this subject, you are really talking about comprehensiveness of mission, as did Mr. Young's keynote speech last evening. If there is one theme that runs through the entire literature of community colleges, it is that word "comprehensiveness." Yet, when one reads that literature and tries to think about it, one is forced to at least examine a comment that Robert Hutchins made about community colleges. He said, "The community college's heart is always in the right place, but sometimes its head doesn't work very well." Now I don't cite Mr. Hutchins as an expert on community colleges, but I do cite him as a man whose head works rather well, and he does force us to at least examine this concept of comprehensiveness a bit more precisely than the literature has to date. It doesn't seem to me that the idea of comprehensiveness is flawed. It is a good idea. Its heart is in the right place. Rather, it is the assumption that all of the missions and submissions of the community college can be achieved through the same

organizational structures, the same decision patterns, and the same financing principles. In short, the ways of academe may not be appropriate for all of the missions of the community college.

About three years ago at Jamestown Community College, we began asking ourselves (our heads, because our heart, again, had always been in the right place) some rather interesting questions about the possibilities of rather drastically expanding our mission into the community action and community development phases of our job. As we surveyed those community needs they were overwhelming: they were diverse; they were almost impossible to even comprehend; they were mind boggling. But as we identified some of these needs, we began to ask, "Can we respond even if we have no in-house competency in that area? Can we respond if we don't have any of the necessary hardware or equipment? Can we respond if we don't have any of the physical space that's necessary, and even if we don't have budget?" Surprisingly enough the answers began to come out, "yes." We began to develop a very small approach that seems to work for certain kinds of problems. And, we have come to call that approach a "brokerage function." A part of the college has become an educational brokerage. The educational broker is a kind of salesman on the road. He identifies rather specific needs in the community. He sometimes has to convince various constituencies that it *is* a need—and help them recognize it. Having identified that need and generated some enthusiasm about it or a market for it, he identifies the response ingredients which are necessary to respond to it. Then he assembles those response ingredients and monitors the performance. This broker is backstopped by a supplemental faculty who are members of our internal professional staff, and also by a part-time adjunct faculty which we draw very heavily from the community. All of the competencies, expertise, and skills which exist in the community can be brought in on a part-time, short-term basis as an adjunct pool of expertise.

We have begun experimenting with this brokerage notion in a small way. I am not going to give you any laundry list of all the things that we have been doing in the occupational, social, cultural, or environmental areas. I am merely going to pick out a few of the occupational efforts to identify a structure and a way of getting at some of these things when the college does not have the wherewithal to go at comprehensiveness in the usual ways of academe.

One of our first attempts in this brokerage function was to work with a local manufacturing firm, Dahlstrom Metal Corporation,

which is a metal fabricating firm. They had a special kind of problem in blueprint reading. I don't know exactly what it was; but, because they are a custom-job shop, they needed some upgrading of many of their employees. So, they came to us and we said, "Well, we have engineering professors that know about blueprint reading, but they don't know about your unique problems. Do you have someone expert in these matters?" They said, "Yes, we have a foreman who is very skilled in this, but he has never taught." Well, obviously the brokerage function was to put these two people together: to let them teach the course together; to let their foreman work with our professor to sequence a course; to backstop that course with all of the instructional materials available at the college. We scheduled that course both in their factory and on our campus to get those factory workers into the habit of coming onto a college campus.

The next example involves the identification of occupational skills in which our college had no in-house competency at all. We have been a very liberal arts transfer-oriented institution. But, there were several skills which needed to be upgraded in our county and in our city. So we hooked up with a local vocational high school; and, during the past year, we have serviced about 800 people in about 40 different courses using the facilities and personnel of the vocational high school under the auspices of the community college. Once again, this is a brokerage function.

We didn't get very far into developing the brokerage function before we made two rather interesting discoveries. One was the importance that a very few highly skilled jobs occupy in industry. Given the marketplace as it has been in the last few years, many manufacturers and businessmen can sell all of the goods they can produce. But, the problem is producing enough because there are a few strategic skilled jobs for which qualified workers are in short supply. If business and industry cannot find those people, they cannot increase their production. Furthermore, once you train those few highly skilled people, they must be supported by many other positions and you create a great number of entry-level jobs. So, this has been discovery #1: the way we can help local industry produce more and actually create jobs within our county is to concentrate on training skilled employees who, in turn, generate the need for many additional entry-level jobs.

We also began to experience a second, rather simple discovery, a thing that I guess the physicists call "critical mass." You might ask

why these industries themselves, after identifying the need for these few key jobs couldn't train new workers themselves. The answer is, critical mass. At least in our area, the industries are so small that each needed only one or two of this, and one or two of that; they could not individually mount an educational program in any effective way. Once again, the brokerage function consisted of getting these smaller industries together, having them discover their common needs, and assembling a cooperative instructional approach to the whole problem.

I could give many more examples that have come out of these two simple discoveries. However, I only want to cite one more, because I think it is extremely interesting in terms of community interrelationships and cooperation in the business world. Perhaps some of you know that Jamestown has a long tradition and fine reputation for furniture manufacturing and furniture craftsmen. If you have tried to buy furniture in the last few months, you also know that there is a long waiting list. But, again, they cannot produce as much as they want because there are a few very highly skilled positions which need to be filled before a night shift can be put on. We found that seven furniture factories in Jamestown were having the same problem. Again acting as a broker, we helped create a college-sponsored class taught in a factory in the evening, using factory equipment and factory craftsmen with the employees of six competitors coming to one factory to learn these skills. Once these skills were taught that night shift was put on and a number of entry-level jobs opened up in our community.

This beginning experience in brokering has led us to some other realizations. First, we soon realized that community improvement action requires response mechanisms quite different from the usual structural forms and decision processes of academe. Now I am not attacking the procedures of academe. I happen to be in favor of faculty participation through committee work and academic councils and administrative councils, as well as the checks and balances which exist in colleges and universities. I think those are very appropriate for traditional academic programs which require that kind of quality control and which are of long-term commitment. But, when one moves into community action, into ad hoc problems, I think those response mechanisms and those decision processes are no longer adequate. For example, two of the things required in community action through the brokerage function are entrepreneurial behavior and immediate response. When you identify a community need, you can't say, "Well, let's see. It will take us a year to run it through the curriculum com-

mittee, and get faculty approval. We can start a year from next semester." You need an immediate response system which requires a subsequent decision structure quite different from usual academic procedures. You also need a faculty or a brokerage function which is somewhat comfortable with the accommodation of crises.

We began to theorize about some of the requirements of the traditional organizational forms of community colleges, and I'll call that organizational structure "bureaucracy," but not in a pejorative kind of way at all. I merely mean that it is a systematic way which academe has developed to deal with academic programs: the decision-making structure, the formal organizational structure, and the allocation of labor necessary to mount traditional academic programs. I call that whole system "bureaucracy." Since all of you have read the textbooks, you know what they say about good bureaucratic forms and what the functions of administration are under those stabilized forms. The textbooks talk about long-term commitment to academic programs and subsequent long-range planning. It is a good and necessary thing to do. But what if you switch gears a little bit and move to an ad hoc response system, and begin to think of that new ad-hocracy as an alternative to bureaucracy for *certain* parts of your mission? In this community action, short-term, specific response system, one can ask a different set of questions. Are all of these things that are good in a bureaucracy necessarily good in an adhocracy? I raise this question with the professors in the crowd as an interesting theoretical question. We began to ask ourselves these rather theoretical but basic questions when we interfaced with very specific ad hoc problems which did not require long-term commitments. If Dahlstrom Manufacturing says, "Train twenty machinists; it will take three months to do it," we then train twenty machinists and we do it in three months, and that is the end of the problem with no long-term commitment. We do not develop any new academic major or program—or even hire a full-time staff to do it. Therefore, if these kinds of responses are ad hoc and short-term, I would raise the next question. Is there need for long-term planning? Wouldn't the counterpart of long-range planning in a bureaucracy be the accommodation of crises in an adhocracy?

What about coordination? This is a good thing in bureaucracy, and probably a good thing in adhocracy, but the foci are quite different. In an adhocracy, coordination focuses at the point of delivery of the service to the client. In bureaucracy, I think, we administrators sometimes focus upon internal coordination, to make sure that all of

the management and employee efforts are coordinated. I'm more concerned about coordination at the point of delivery. Are all of the services necessary to meet the needs of a specific client coordinated? I think that the ad hoc administrative structure might resemble more an advertising agency in which an account executive (a broker, if you will) is assigned to service the Palmolive account. He has to assemble the team to meet the requirements of that account—the market research people, the advertising layout people, the copy people, and so forth. That team is a very flexible kind of thing. The staffing ebbs and flows, with each team member serving simultaneously on other teams serving other accounts. They may not know what the rest of the members of the team are doing on these other projects and thus the overall internal coordination may not be very good, but for that specific project they are very highly coordinated. It is a function of the broker to coordinate only these efforts of his team which are relevant to service the client. I have very little faith that coordination at the point of delivery is accomplished by interagency committees and meetings attended only by administrators who don't interface directly with the point of delivery. I have much more faith in ad hoc problem-oriented effort to get the people who are going to deliver the service together under a broker to coordinate a specific task, and to coordinate only a fraction of each team member's time.

Sometimes in academe entrepreneurial behavior is very questionable and even suspect. The adhocracy, in contrast to the bureaucracy, does not see entrepreneurship as suspect. On the contrary, it is very desirable. I could have said some things about how this approach has a very important spinoff on the college itself as an organizational renewal mechanism. This is true because we expect not to let the adhocracy institutionalize itself, but rather to keep rotating it, and to change the mix of professors and people from the community. We've been "testing the water" with industry in the last few months about the idea of leaves of absence. We take leaves of absence for granted in academe, but the idea is a bit more threatening in industry. We would like to bring into this brokerage function some engineers or some people from industry and mix them with professor types to see what that cadre of brokers will come up with. The response from industry has been, "We'll send you a man if you'll send us a professor for a year." The spinoff from this idea generates possibilities for organizational renewal which we hope will not itself solidify. It could be a constantly ad hoc (if that is not a contradiction), very fluid kind of thing.

We've had to resist some of the old notions that have been drilled into us very strongly about management theory. The first question that my administrative council asked was, "Who is the administrator-in-charge going to be?" Under adhocracy, there will be no administrator-in-charge. There will be some administrative functions which will have to be accommodated. There will be some realities which that cadre of brokers will have to deal with, but they will have to decide how they are going to deal with them. There will be accountability, but probably enforced more by peer expectations than by administrative memoranda.

These may be interesting ideas, but I think they have to be tied to some tangible payoff. Just two or three weeks ago, we had one of our first big payoffs. Our area has been economically on the decline for some years, but now there is a new wind blowing with some new planners and new political leaders. Things are changing. Our community college has been swept along in this enthusiasm. Consequently, we recently met with the Cummins Engine Corporation, one of the most enlightened corporations in our country, who were looking at our area to make a decision about relocation. I spent two days with four vice-presidents of this company because they wanted to know what role the community college could play in upgrading the skills of the people they plan to employ. This whole matter of adhocracy was interesting to them. They made their announcement a few weeks ago that indeed they were coming to Jamestown; ultimately, this will generate 1500 new jobs in our area. They gave, as one of the four reasons for that decision, our community college. I think this is a very tangible kind of community improvement.

I've purposely not dealt with the cultural, social, or environmental aspects of our efforts, since that is scheduled later in the program. Rather, I have tried to describe the one problem which seems to me to be the very hardest of all—the creation of new jobs. I tried to use that problem as an example of how a structure which we are experimenting with differs from the usual and traditional structures of academe, without replacing those time-tested procedures for the "usual" dimensions of our mission. I offer these beginning thoughts for your examination and for your criticism. Thank you.

RESPONSIBILITIES OF DISCUSSION GROUPS

James O. Hammons

I think what we had in mind when this conference was planned is what will actually come about as a result of the small group meetings. At this time, I would like to try to explain what we hope will occur in these small groups. To begin, the first thing I would like you to do is to get acquainted. Just introduce yourself, explain what you do—in particular what you do in the general area of community improvement. Next, react to the comments you heard last night and this morning. Then explore ways in which the various groups represented can work together for community improvement, hopefully, but not necessarily through or with community colleges. Ideally, as each of you share what each does in the community and as the people representing the local communities comment about what the needs of the communities are, you'll begin to get some ideas of what you can better do jointly. Finally, and I guess this is what might be called the hidden agenda, we want you to make recommendations about what community colleges can do, what they are not doing which they should now be doing, and what a few are doing which lots of others should do in the general area of community improvement.

At the end of the conference, we are going to ask the recorders from each of the four groups to make an oral report in which they will summarize the recommendations from their particular group. These recommendations should indicate what each of the four groups represented can do together to improve the community and what action community colleges can take.

SESSION III/COMPREHENSIVE PLANNING: THE GLOBAL VIEW OF THE STATE AND LOCAL COMMUNITY

Chairman: James L. Wattenbarger
Director, Institute of Higher Education
University of Florida

INTRODUCTORY REMARKS

James L. Wattenbarger

I welcome you to our noon session today, and I want to express my own pleasure at having an opportunity to come to Pennsylvania. We're very fortunate in having at the head table today, several people who represent various and sundry aspects of the community college world. We are particularly fortunate in having with us, representing the American Association of Community and Junior Colleges, Dr. Eileen Kuhns. We've asked Eileen to make a couple of remarks if she would, at this point, representing AACJC and our professional association with that organization. Eileen.

Eileen Kuhns: I'm very happy to be here with all of you; it's always a great pleasure to see friends again. I come representing Ed Gleazer, who would have been here with you himself had he not been on vacation. I am sure he would have been impressed with the papers read this morning, as I was, particularly because most of them addressed the problems and challenges of community-based, performance-oriented postsecondary education, to which he is giving a lot of attention these days.

The idea of a brokerage expressed one kind of solution that is just beginning to attract interest. We can't be everything to everybody. Some of you here represent organizations other than community and junior colleges, which, like them, have been doing a very fine job of meeting certain community needs. How do we put it all together? The brokerage concept discussed this morning is one example of interinstitutional cooperation which merits further attention. "Putting it all together" is what I understand this conference to be about. I commend those of you who organized it for zeroing in on this very important issue.

In an increasing number of areas, the Association and its staff members are working with other organizations in order to make additional services available to our member institutions and the communities they serve. Let me mention a few examples. The first that comes to mind is the College Entrance Examination Board. We have been working with one of their projects that is looking into the estab-

lishment of an educational brokerage service in another institution found in almost every community—the public library. We are also having discussions with an organization related to the College Board, the Educational Testing Service. Following a task force meeting on outcome measures we asked ETS if they would be interested in cooperatively developing an Institutional Goals Inventory type of instrument which would be specifically focused on the community-junior college.

A little closer to home, in our headquarters building at One Dupont Circle in Washington, there are a number of national educational associations, representing most of the country's institutions of higher education. The chief executive officers of these associations meet regularly, and have devised an approach which its originator called that of the "chosen instrument." Rather than having each organization attack a common problem unilaterally, they decide among themselves which organization is to be the "chosen instrument" to take the leadership in working toward solutions which will be of benefit to all of higher education. Time and resources are saved; yet cooperation among the association is forthcoming when the "chosen instrument" group indicates that such is needed. This approach has been used recently in working with the expansion of the "SOC" program to include four-year colleges.

In another example, working with our member institutions which are in the forefront of educational television, we are beginning to put together a proposal which will bring together community colleges around the country and the public broadcast stations which service their communities. We have also been participating in sessions organized by the Corporation for Public Broadcasting to discover user tolerances and preferences for educational telecommunications over the next few years.

I find an excitement in meetings like this, being with people who are dedicated to the coordinated cooperative effort necessary to serve the broad educational needs of the citizens in our communities. On behalf of the American Association of Community and Junior Colleges and Dr. Gleazer, thank you for including us in this conference.

James Wattenbarger: I've had a very delightful time at lunch here talking with our speaker. We found many areas of mutual interest and many points for discussion. I know what he will have to say to you will be interesting, too. He has served in planning capacities in Tulsa,

Oklahoma, as well as in Nashville, and in the state planning board in this state. In fact, he's had 25 years of planning experience. He is currently director of the Institute for State and Regional Affairs at the Capitol Campus of the Pennsylvania State University. A few years ago, Florida pioneered the development of upper division institutions, that is, institutions at the level of providing junior/senior and graduate work based on top of a strong community college program. Capitol Campus is an institution similar to that. In his capacity at the Capitol Campus, he serves as professor of state and regional planning, and is responsible for a Master's program in urban and regional planning. So, this gives him a great deal of professional background to bring to your particular remarks about the global view of the state and local community in comprehensive planning. It is with a great deal of pleasure that I introduce to you the Director of the Institute for State and Regional Affairs, Irving Hand.

COMPREHENSIVE PLANNING: THE GLOBAL VIEW OF STATE AND COMMUNITY

Irving Hand

In my remarks, which will be relatively brief, in keeping with the conference schedule, I would like to share some observations and experiences related to the objectives and agenda of the conference. I do not intend to get into an extended definitional consideration of what comprehensive planning is. To borrow a phrase from Barry Commoner, suffice it to say: everything relates in some way to everything else and there is no free lunch.

Planning meets the criterion for comprehensiveness in reasonable measure if it addresses the major problems facing a "community" (whether defined nationally, regionally, or locally), particularly if these major problems also are the "big money" spenders. Over the years, in the capacities that I served in in Tulsa, Nashville, and for the Pennsylvania State Planning Board, I was reasonably satisfied that we were being sufficiently comprehensive if we were dealing with the major responsibilities that the respective level of government was attempting to address and dealing with the major considerations involved in the exercise of those responsibilities.

Planning demonstrates its usefulness in dealing with change if the something that happens as a result of that planning is "better." Planning strives to deal with needs, problems, and opportunities within a short- and long-range time frame. "Better" is certainly a value-laden term, vulnerable to interpretation by each generation. I find inspiration in relating to this task in the *Rabbinic Commentary* from the *Ethics of the Fathers* that advises, "The day is short and the work is great; the labourers are sluggish, the reward is much, and the Master is urgent... It is not thy duty to complete the work, but neither art thou free to desist from it."

I think we all would agree that planning involves an interaction among people, institutions, levels of government and their accompanying bureaucracies, and the range of private interests requisite to the particular situation being examined. However, in order for this interaction to be something more than busy work, there must be some

kind of context for this interaction; planning too easily becomes a mockery if it is an exercise in ad hoc-ery.

In this pluralistic society, operating within a federal system of government, with personal initiative and private investment hopefully more than a popular mythology, planning must involve an imposing array of decision-makers if, indeed, it is to influence what happens.

As was pointed out at a conference I recently attended:*

> There was a time, celebrated in song and story, when planning was done by "planners." Their numbers were tiny, their information scarce, their expertise primitive, the range of their options narrow, the reach of their power marginal, the scale of their actions limited. But they were at least in charge of the planning.
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> In Aristotle's Athens, Confucius' China, Cicero's Rome, Charlemagne's Europe, and Jefferson's Virginia, the educated and affluent few did the planning and made the destiny decisions—actions that made the difference between war and peace, poverty and prosperity, individual freedom and collective coercion, minority rights and majority rule. But the uneducated 95 percent or more, the "lower order" of slaves and servants and workers and tradesmen, were not expected and did not expect to join in the elegant conversations about policy. In the vertical, presystems society, dogma, doctrine, and dictation were the natural style for professional planning.
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> Somewhere along the way in the colorful story of people planning together to make things happen, the process we now call modernization made the vertical society obsolete. Man-as-manager had to learn how to manage the complexity which man-as-scientist and engineer and man-as-educator were making physically and psychologically possible. In a world of intercontinental conflict, gigantic cities, congested living, and large and fragile systems of all kinds, the traditional modes of leadership, featuring recommendations up and orders down, simply couldn't work very well. Nobody could be fully in charge of anything, and the horizontal society was born.
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> But when leadership is the province not of a few hundred nobles or a few thousand land holders but an aristocracy of achievement measured in the millions, participation in decision-making is not a club but a crowd. The primary puzzle of

*Harlan Cleveland, President, University of Hawaii, "How Does the Planner Get Everybody in on the Act and Still Get Some Action?" (Paper presented at the Hawaii Congress of Planning Officials, June 6, 1974).

modern planning is revealed: How do you get everybody in on the act and still get some action?

So, I'm talking about planning: (1) that looks at the problems that make life tough in a community; (2) that looks at where the big money is being spent; (3) that is oriented to make something happen; (4) that includes the people who should be involved, particularly if you want to make something happen; and (5) that has a driving sense of purpose and direction as to what the community is and aspires to be in real life terms.

I am especially pleased to participate in this conference because I long have had the conviction that the educational resources of our nation—our colleges and universities—could and should be an invaluable asset in providing skills and capabilities to assist in doing the kind of planning job I have been talking about, as well as take that experience and make both the faculty and student teaching and learning experience much richer.

Let me illustrate a couple of examples of this.

Nashville Metropolitan Government and Vanderbilt University

In the early 1950s, the Nashville Metropolitan Area was experiencing the throes of post-World War II development: sprawling subdivisions, septic tank suburbia, water facilities and land development "out-of-phase," inequities and competition between local school systems, a mismatch between the tax base and the locus of community needs. There was an increasing recognition that dealing with these issues was what government was all about; more particularly, that local government—its processes and quality—could appreciably affect how these circumstances were dealt with. What was needed was an examination of the local governmental framework that dealt with these particular circumstances. In that light, the Nashville City and Davidson County Planning Commissions were requested by the mayor and county judge, respectively, and by the business and community leadership to examine that governmental framework and its capabilities to deal with these conditions and to formulate recommendations for a "course of action." This was an unusual request to make of a planning agency. At that time, it certainly was not in the tradition of what planning agencies did; but we did it.

A significant participant in those efforts was Vanderbilt University, particularly through the person of one Professor Dan Grant.

While other faculty and several students were active in the various studies and analyses undertaken, Professor Grant virtually became a member of the staff for almost a year and was available for advice and consultation in the months that followed.

There was extensive interaction in the efforts leading to the establishment of Nashville's Metropolitan Government among the several levels of government (both general government and special districts), with community and public interest groups, with "self interest" groups, all with both the usual as well as unexpected suspicions and concerns. The planning agency issued a report, many of whose recommendations became realities: a plan of metropolitan government (city-county consolidations, 1956); state enabling legislation (1957); charter commission appointed (1958); first charter completed and failed in referendum (1959); charter commission elected (1960); second charter completed and passed in referendum (1961); metropolitan government established (1962).

This metropolitan government in Nashville was a forerunner of several governmental reorganizations in other places which have since come about. Features of the structure and processes applied in Nashville are reflected in Uni-Gov (Indianapolis) as well as several of the city-county consolidations in Florida. The university and the educational resource was considerably important in the whole experience. As much as I feel a sense of accomplishment for having been a planning director at that time, I cannot minimize what was gained through the university effort.

Capitol Regional Planning and Development Agency and the Institute of State and Regional Affairs, Pennsylvania State University—Capitol Campus

The Commonwealth of Pennsylvania presently is delineated into ten multicounty, substate regional planning and development districts. The studies establishing the basis for the initial substate regional effort were made in 1965-66, with the first delineation of 13 areas applied in 1967 and expressed in the first policy statement issued in 1968. This concept has been carried forward under the present state administration, principally finding expression in the governor's Executive Directive (#48) issued in August 1972.

In each of the indicated regions, a regional capability has been identified and an appropriate planning and development agency estab-

lished, with the exception of the eight county Capitol Region (Adams, Dauphin, Cumberland, Franklin, Lancaster, Lebanon, Perry, and York, whose major urban centers are Harrisburg, Lancaster, York, Lebanon, and Gettysburg). In terms of local home rule, these areas are judged to be strong counties, with strong county planning agencies and with strong local views and institutions and with lots of turf being protected within the individual counties. It's an extremely sensitive situation. Following the shattering results of Hurricane Agnes in June 1973, with the encouragement of HUD (U.S. Department of Housing and Urban Development), EDA (Economic Development Administration of the U.S. Department of Commerce), OSPD (Pennsylvania Office of State Planning and Development), and DCA (Pennsylvania Department of Community Affairs), these counties undertook to examine the feasibility of a regional planning agency and what its organization and work program might be. The Institute of State and Regional Affairs (Penn State) and the Institute of Regional Affairs (Bucknell University) were contracted to do the necessary studies.

Extensive interviews were conducted; there were a series of meetings with the county commissioners (as a group, by individual county, and with a number of county commissioners, individually); with the mayors' offices of the major cities; with other local officials and business and community groups; with representatives of selected state and federal agencies; and with other organizations whose interests and activities were pertinent to these deliberations. But perhaps one of the most important accomplishments that came out of that effort, short of the establishment of the agency, was that for the first time the county commissioners from the eight counties sat down at a table together and talked about their mutual interests, concerns, and problems; they did this at a university resource, the Capitol Campus, which they didn't even know existed prior to that particular effort. As a result of this experience a feeling, an identification, an awareness was developed that I think has given local and state officials another perception of what an educational institution as a resource is all about.

As a result of these efforts, extending over the past twelve months, the Capitol Regional Planning and Development Agency was established (March 6, 1974). The agency reflects the strong leadership of the county commissioners in dealing with regional issues in a way that would safeguard the quality of the Capitol region and aid its institutional capabilities in dealing with the problems and opportunities,

viewed from a regional perspective, appropriate to local, regional, state and federal action.

This experience, I think, has given local and state officials another perception of what a university resource might do and the substance of this effort has been an invaluable teaching and learning experience for the faculty and students involved.

There's no one best way to pattern the relationship I've been talking about. There are many kinds of organizational and structural arrangements that might work and warrant consideration in a given situation; and the people on the scene—their perspectives and personalities, experiences and resulting judgment—will bend and shape what does or doesn't happen.

In concluding my remarks, however, there are a couple of caveats I would submit for your considered attention.

I'm urging the use of the academic resource—its presence, its faculty, its students—in difficult, sensitive, real-life situations. These frequently are not safe situations; they are often value-laden and risky. But the rewards can be great, particularly in bringing about an image and understanding of the academic resource that regards it as something other than remote, elitist, and irrelevant. So don't venture into the community improvement arena if philosophically or otherwise you're not ready or willing to face those circumstances.

And I'm talking about institutional arrangements—arrangements with the state and local agencies, community groups, private organizations—that will feature a genuineness of purpose, a willingness to deal with the hard questions and to negotiate their disposition, with mutual interests and responsibilities being reflected with integrity and respect. That's perhaps a statesmanlike way of suggesting that those who consider the use of academic resources should do so with every expectation that the relationship will be productive and that when the time comes for decision and action there will not be the escape-like indulgence of viewing the entire effort as a classroom exercise.

SESSION IV/COMMUNITY IMPROVEMENT: SOCIAL AND CULTURAL ASPECTS

Chairman: Joseph Bruno
Coordinator for Community Colleges
Pennsylvania Department of Education

INTRODUCTORY REMARKS

Joseph Bruno

What is our culture? What is the society we are talking about here? I looked up several figures and I learned that the seven states present at this conference represent 55 million people. If 10 percent of that population has needs in our society that they cannot handle themselves, we are talking about five and a half million people. That is the population of Delaware and Maryland, two of the seven states here. We are talking about the gravity of that situation. We are talking about 67 counties in Pennsylvania alone. How many other counties there are in the rest of this participating group causes us to wonder how we can talk in such simple terms about the problem we have in our society and culture. We really have a group of mini-societies and mini-cultures. So, I suppose the next thing to do is retreat and oversimplify. Everything can be stated in simple terms. For instance, it is very easy to say that Einstein put it all together when he said $e = mc^2$. One of the most simple of formulas, $e = mc^2$. But when you turn the page to study the formula, the going gets a little sticky.

The story goes around about the professional football coach who was losing the game. It was late in the game as he turned to one of his young rookies who had a lot of potential. He decided that it was time to throw him in to see what he could do. Well, the rookie took about three steps onto the field, stopped, backed up, and asked,

"Coach, do you have any instructions?"

"Yes, score a touchdown."

Well, that is the kind of instruction I guess will not go very far for us here. But maybe that will lead us to our next step. Here today we ought to begin talking about a structure to continue the efforts of this conference. I would hate to see the things that we are starting here dissolve at the end of these two days. I would think that we really cannot handle, in a practical way, the social and cultural improvement aspects in just two very short presentations. However, we can say we are concerned and need to continue on with this conference structure.

I have attempted several times to walk across the street to meet the people in our State Department of Labor and Industry, Welfare, and Highways to discuss common problems. But the phone rings,

and I am off on another tangent. At the same time, we in Pennsylvania are asking ourselves what it is they are doing in New York state that can be of some service to us. Two of my peers here today want to talk to me about reciprocal agreements. We have got to start talking about some reciprocal sort of agreements between states.

If we continue the analogy of the football game a little further, it could be said each play has a different situation just as our society is continually changing. It is not a static kind of thing. One of the problems we create for ourselves when we go back into the huddle to discuss strategy for the next play is to go to our shelf of standard plays and run one off-tackle. However, an off-tackle play might not at all be appropriate.

I would like to identify the proper activity of the community college in this whole concept of social and cultural aspects. The community college is not the quarterback; it is an activity. It is the huddle, the place where the situation is discussed and the play is called. The huddle does not perform any other service. Maybe the community college has got to be that service, that aspect of the troubled society. So with that and with the gravity of the challenge, I have almost laid an impossible task on our two speakers. Let me back up and introduce them to you. First, we are very pleased to have from North Carolina, a state that developed a comprehensive segment of technical and community colleges many years ago, the Director of the Industrial Services Division. He comes to us with the topic, "Improving the Local Social Order." Without any more introduction, Joe Sturdivant, would you please?

IMPROVING THE LOCAL SOCIAL ORDER

Joseph E. Sturdivant
Director, Industrial Services Division
North Carolina Department of Community Colleges

Thank you, Joe. Ladies and gentlemen, I am honored to be among the prestigious company assembled here in Hershey for this conference. One of the things that impresses me first and impresses me most when I engage in any sort of foreign travel (and you understand when I say foreign travel I mean anything this side of Virginia) is how lazily some of us Southerners speak. I was in New York Tuesday; and, for the first three hours, the only thing anybody said to me was, "I can't understand you. Would you repeat that please?" or "What did you say?" Only with a very conscious effort have I finally shaken the natural inertia from my tongue and can say to you now, in resonant, distinct tones: "How nice of you to let me come." I am delighted that, through a mutual acquaintance, Jim Hammons and I made contact, and then he invited me to come and participate in this happening. It is always a real pleasure for me to talk about some of the things that our community colleges and technical institutes are trying to accomplish in North Carolina.

According to your agenda, the subject of my remarks is to be "Improving the Local Social Order." Now you must admit that this is a rather broad topic. The social order is a cosmic concept related to practically any phenomenon this side of tidal changes and dandruff. As a matter of fact, if we are to believe the TV commercials, dandruff has a direct and massive impact on the social order, exceeded only perhaps by that ultimate curse of our modern society, the heartbreak of psoriasis. Almost any occurrence or circumstance carries with it certain inalienable social implications; so, in order to whittle this assignment down to manageable and wieldy size, I would like to focus on just one or two of the socially oriented programs within the comprehensive community college and technical institute system we are building in North Carolina. The programs I want to discuss do, indeed, exert a considerable influence on our social order; however, their influence on society is primarily delivered through the economic medium. Changes in the economic system invariably cause changes in the social

system. We could illustrate this principle back in the old high school physics lab. Visualize, if you will, a shaft with gears at each end. Turning the educational or training gear at one end rotates the economic shaft which, in turn, moves the social gears at the opposite end. The inherent inseparability and the direct relatedness of the society and its attendant economics is obvious to us every day in hundreds of ways. Our present energy crunch is fundamentally an economic condition but consider the vast social consequences it has wrought. And, since we are meeting here in Hershey, let me—with apologies to the local Chamber of Commerce—use this analogy: when the economy eats too much chocolate, bumps break out on society's complexion. The programs I want to talk with you about use the economy as an agent in effecting social change. In North Carolina, we are trying to fertilize the economy and watch society grow. Incidentally, you can also get a lot of weeds that way, too.

But first, we need to take a quick look at North Carolina's history and the context in which our particular system operates. Some of what I intend to say may not directly pertain to your particular situations, but I believe the principles involved are universal and will relate to social conditions wherever they might exist. Since Sir Walter Raleigh's ship ran aground on the outer banks almost 400 years ago, North Carolina has been predominantly agricultural. One of the first reports sent back by the colonists to Sir Walter—in triplicate, of course—was that this newly found land was "the most plentiful, sweete, fruitful and wholesome of all the world" and that "the natives were a very handsome and goodly people." Obviously, there has been over the years a gentle deterioration of the natives; but the land has held up rather well; well enough, in fact, to be the backbone of our economy. Since the colonists harvested their first corn crop, North Carolina's economy has been firmly rooted in her soil. From the cotton fields came the textile industry; from the tobacco fields came the cigarette industry; and from the forests came the furniture industry. Even today these three—textiles, tobacco, and furniture—constitute the dominant industrial triumvirate in North Carolina.

In the years immediately after World War II, it became increasingly apparent that the most likely elixir for a lethargic economy would be a broader and more diversified industrial base. And in 1953, a dynamic force, an industrialist named Luther Hodges, became governor of our state. He was determined to bring North Carolina, though it might come kicking and screaming, into the industrial age. We were

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ripe for industrial development. Industries shopping for a new location could find in North Carolina good sites at reasonable costs; good transportation systems; strategic geography that would put half the nation's population within 500 miles of the new plant; and, probably most important, a good raw labor force eager for new job opportunities. Mechanization was rapidly replacing manpower on the farm and the people were looking for new sources of employment. These people were characteristically intelligent and industrious, but they were untrained in and unaccustomed to the disciplines and demands of industrial work. During Governor Hodges' administration, it was decided that one of the first things needed in our quest for industrial maturity was some educational system that would train these people in the occupations he hoped to attract to North Carolina. Soon, the first in a series of industrial education centers opened. These centers were the predecessors of our technical institutes and community colleges of today. In 1963, when the General Assembly established the Department of Community Colleges, it reaffirmed the state's commitment to vocational and technical education by stipulating in the legislation that: "the major purpose of each and every institution operating under the provisions of this charter shall be and shall continue to be the offering of vocational and technical education and training and of basic high school level academic education needed in order to profit from vocational and technical education." Occupational education, career education, vocational/technical education—whatever you want to call it—has been and continues to be the heart of our system in North Carolina.

The system today is comprised of 57 institutions: 17 community colleges and 40 technical institutes. These schools are a confederation held together by a common dependence on the state treasurer, a common allegiance to the State Board of Education, and a common objective to offer purposeful education to the adults of North Carolina. There are over 180 different occupational curricula now operating in the system. But it is not my purpose to discuss with you at this meeting the considerable achievements we have made in curriculum development. Rather, I would like to acquaint you with a nontraditional, noncurricular program that we have been operating in North Carolina for over 15 years, one that has wrought notable changes on our social scene. In the early, formative years of our system, it became apparent that in-house curricular programs alone were an insufficient medium for training an industrial work force. Most employees in a typical manufacturing plant neither need nor want one or two years of training.

Our eagerness to extend an unqualified commitment to prospective industries and to job-hungry North Carolinians led to the development of what we now refer to as our program for new and expanding industries. Under this program, each of our institutions extends its resources beyond the traditional classroom, ventures directly into the industrial community, and helps its new or expanding industrial neighbors discover and implement solutions to manpower training problems. Our aim is to provide a complete and customized training service to any company creating new jobs in North Carolina, with the ultimate criterion of relevancy being an analysis of those jobs. When we train welders we are not training welders generically; we are training North Carolinians to use a particular welding machine, to weld particular metals, to weld in particular positions, to weld to particular standards, and to weld for a particular company. A TIG welding class for one company may be vastly different from a TIG welding class for another company, simply because there may be a vast difference in the actual jobs. This is highly specialized training and, for our purposes, we do not intend for it to be otherwise.

We know this program is effective. Each year it helps thousands of our people qualify for better jobs. We are convinced that it is promoting a healthier social and economic climate in North Carolina. One measure of its success is to look at the industrial growth in North Carolina. The most common and reliable index of industrial growth is the capital investment for new or expanded facilities. In 1960, industrial capital investment in North Carolina was $235 million; in 1970 industry invested $631 million—a startling increase during one decade of 268 percent. There are, of course, many reasons for this. But certainly one of the primary reasons is the easy availability to industry of a comprehensive, well-disciplined, experienced manpower training service. If, as we are told, imitation is an indication of success, our efforts must be eminently successful. Although North Carolina pioneered in this area of training, similar programs now exist in most of our sister southeastern states. Of course, only modesty would prevent me from admitting that ours is still the standard against which others are judged.

Now I'd like to talk with you briefly about another program which is exciting us a great deal. This is a more recent venture for us and, in some ways, more directly aimed at changing the existing social order. Let us suppose that we have attracted to our state an abundance of job opportunities: anybody who wants a respectable job can find

one. It would logically follow that unemployment would cease to exist and the truism "Unemployment can be erased by the creation of enough job opportunities" would prevail. But if you look more closely, you discover that this truism may be considerably less than the whole truth. Unemployment is, in fact, more than just a function of supply and demand; it is more than an economic phenomenon. For many people, unemployment is a result of internal, personal conditions rather than external, economic conditions. Some people unwittingly, unconsciously construct their own rather elaborate barriers to employment. The primary objective of our Human Resources Development Program is to dismantle these barriers—wherever they might exist—and enhance the employment potential of the individual.

As I said, the Human Resources Development Program is a relatively new addition to our educational potpourri. Up until this year, experimental pilot programs were operated at only six of our schools. Currently, there are HRD centers on 30 campuses. Next year, an additional 12 to 14 centers will be opened. Human Resources Development is a comprehensive effort, using rather practical and direct methodologies, to reclaim to personal and societal usefulness the chronically unemployed. Like Gaul it is divided into three major parts: recruitment, training, and placement.

In the recruitment phase, the program staff literally goes out on the street corners, pool halls, launderettes, churches, and public housing projects in pursuit of its clientele. The natural suspicion of do-goodism typical of our target population severely taxes the salesmanship of our recruiters.

After a class (normally 12 to 18 people) is recruited, they are given eight weeks of intensive motivational training and, in most cases, remedial academic studies. The emphasis is decidedly on motivation to work, orientation to the world of regular work, and development of a realistic appreciation of self. While the trainees are in class, part of the program staff is identifying local job possibilities suitable to the abilities and aspirations of each trainee. The third and final phase of the HRD program is job placement and follow-up. Ideally each trainee is, upon completion of 240 hours of instruction and counseling, placed in a job and visited at least three times during his first year of employment by the program staff. Normally the contact between staff and clients is much more frequent than this required minimum.

Although we now have 30 HRD centers, we do not by any means have all the answers to this type of program. We are learning more every day. Our intent now, because of its appeal to the monetary values of most legislators, is to tabulate a strict economic justification of the program. We know it can be justified in social terms, in terms of the individual, but we also want to justify it to the general citizenry and to the legislature as a good investment of public money. We know, for example, that the average trainee will earn in less than six months an amount equal to the costs of his training; that in less than two years he will repay, in the form of federal and state taxes, an amount equal to the costs of his training. This, we believe, is a good investment—an investment in people that we cannot afford not to make. It is, particularly at the grass roots level, an exciting, stimulating, and often emotional educational adventure. We believe that it promises to have a resounding impact on the changing social order of North Carolina.

I thank you for your attention and for allowing me this opportunity to talk about some of the ways and means our community colleges and technical institutes are using to improve our local social order. I'll be happy to try to answer any questions you might have either now or at any time during our conference.

IMPROVING CULTURAL QUALITY

Mildren Bastian
Trustee, St. Louis Junior College District

Someone once described a zebra as a horse that was designed by a committee. As I begin my brief remarks to you, I think it is necessary to fill you in on the design of my own particular "zebra," which is the Saint Louis Junior College District (JCD). As traditional colleges and universities count their years, we are a raw, "new" institution. Measured in terms of community colleges, which have more recently come to the educational scene, we are fairly mature, because the JCD is now twelve years old. It was the first district established under state legislation enacted in 1961; and it has served as a model, in many ways, for other junior colleges in Missouri. There are some special characteristics of the JCD, however, which I need to describe briefly in the context of the purpose of this conference.

The district extends over some 500 to 600 miles, and serves a population of approximately one million. It begins with the city of St. Louis, that lovely old lady who presides over the west bank of the Mississippi River; this is the first and largest municipal entity with which we cooperate. As you move out beyond Skinker Boulevard, which is the west boundary of the city, the implications for municipal cooperation suddenly blossom and a stranger could panic at the sight. For, in St. Louis county, the last time I looked, there were more than 100 towns, villages, cities, and hamlets, all of them filled with an overblown sense of pride in being independent, and most of them utterly unaware that the responsibility and costs for services they enjoy are underwritten by someone else. Some services are provided by special districts—fire protection, for example. (I believe there are presently some 20 fire districts and about 10 volunteer fire departments.) There is a St. Louis police department, innumerable municipal police departments—some of them employing one or two men—and then there is the county police department which has jurisdiction over the unincorporated area of the county, that sort of derelict territory pocketed between those 100 municipalities.

St. Louis city has one public school system; St. Louis County has 27 separate and autonomous school districts, with a separate

special school district which provides services for handicapped children and vocational-technical training for high school students on a county-wide basis.

From this account, I suspect the more sophisticated among you will agree that, as a district imposed over all of this conglomeration of governments, we at the JCD are certainly "far out." I hope there are few community college districts blessed with so many governmental entities "available" to them as cooperating units. The only other governmental entity which crosses these lines is the Metropolitan Sewer District—it too provides services across that invisible but almost impenetrable city-county line.

For the past several years, the JCD has reached out to become more involved with the community it serves. I should like to add, parenthetically, that I share the belief expressed by Dr. Young at last night's opening session: there is a tremendous need for all of us in this nation to stop recording our problems and begin to do something about them.

Community colleges are my avocation; I have fostered their well-being because I truly believe they were and are a bright hope for this nation. In the early sixties, Ed Gleazer said in a speech that the community college was "democracy's college of the century." It is uniquely the people's college. What we set out to do in the early sixties was considered by the more traditional educators and their institutions as hardly respectable. For the past few years, those same educators and institutions have paid the community college movement a tremendous compliment. Guess who now finds it not only respectable but also necessary to admit the educationally disadvantaged and provide special developmental programs for them? Guess who has begun to initiate career education programs? Guess who is wooing black students, and hiring our well-trained black faculty out from under our noses?

Obviously, we are flattered by this emulation; but we who share responsibility for this very special segment of higher education need to bask less, and try harder. This little democratic baby is remarkable—and it is in a perfect position, in a time of great need in our present condition as a nation, to serve as a catalyst for good. A few years ago during the serious teacher shortage (Do any of you remember the teacher shortage?) someone pointed out that the public had built of brick and mortar a visible structure called a school; and that the

same public believed that placing a warm, movable adult body in front of each of its classrooms automatically created a teacher, and that learning would henceforth take place. May I suggest that we in the junior college movement built our campuses, made them visible, and then recruited teachers who could, as someone once suggested, "stand" freshmen. We put much energy of research into teaching—into looking at our students and examining their needs and trying to meet those needs. Much of what we have learned has been translated into improved methods of teaching and has resulted in new programs. Our track record for the public good is respectable. Let's talk, now, about extending the use of this truly good new institution; let's share it.

Within the sprawling and diverse area I described earlier, the JCD has three separate colleges: Florissant Valley, Forest Park, and Meramec. While we operate as a district, with a single board of trustees, each of the colleges responds to its own individual community and the service area from which most of its enrollment is drawn. There are no attendance lines in the district; any resident may choose the college he/she attends. Each college has established good working relationships with the municipal government in its own backyard. The colleges are strategically located to serve the whole community, and this means that we have some unique opportunities to examine problems and issues locally, and to coordinate efforts to effect change in some areas of common concern. While ideas and programs can be generated at the district level, the facilities for providing services are on the three campuses. In other words, the role of consideration and fact-finding may well take place at the district level, but solutions that can be effected are centered on the college campus.

Forest Park Community College, located in the city of St. Louis, has a wide variety of institutions and agencies with which it may work. Like most big cities, St. Louis has an interesting mix of serious problems; but it also has a wealth of cultural facilities and Forest Park is situated to take full advantage of some of them. It is in the midst of a great hospital complex, fully utilized by Forest Park in training those in its allied health programs. In turn, the college provides courses in English, history, and some electives for the nurses enrolled in the three-year hospital programs. Directly across from the campus is an excellent planetarium, used extensively by the college. The city art museum is also across the way—and I need not point out to you that this is a very special advantage. Experimental gardens of

the city are also across the way, and our botany classes have access to them. Forest Park, in turn, shares its excellent facilities with a variety of community groups for their meetings, and our staff is involved in the activities of a myriad of agencies working toward the solution of community problems. They have actively recruited students from the adult community and, to help some mothers attend classes, they have set up a child care center where young children can be dropped off for a short or long period of time.

Meramec and Florissant Valley take full advantage of the facilities offered in their respective areas, but neither has the array of cultural institutions which surround Forest Park. The suburban colleges, with their excellent facilities, have much to offer their local communities. All of the college libraries are functional; they have special service areas which include exhibition rooms, viewing rooms for films and slides, and conference rooms for small group meetings. In our libraries, you can dial a tape of your choice. You can listen to a Churchill speech, hear King Edward VIII abdicate his throne for the love of a woman, thrill to Marion Anderson singing before the throng of the Washington monument, or hear Martin Luther King express a dream. You can listen to a symphony, rock to the Beatles' early records, practice shorthand, or listen to perfect French and try to emulate it. These facilities were put in for our students—but they are shared with the community.

The staff in our Instructional Resources departments in all three colleges are highly talented and capable people. From my personal experience, I might add that they are personable, highly concerned, and interesting human beings. As a member of the Board, I value them highly, and I welcome and cherish their attempts to extend the use of their talents and the library facilities to the whole community. All of the colleges provide some public services: they welcome people in the community who wish to use the library to study; they provide special assistance to high school students, who consistently use our libraries after school when theirs are closed; they order books needed by former JCD students enrolled in upper division colleges in the area (who find the JCD libraries more convenient to their homes) from the university or any other library; they show films to community groups on request; they provide special exhibits of art to the public at convenient viewing hours.

What, then, do I believe the community wants additionally? The listing I have gleaned from interviews with a cross section of people in our community. It included educators, businessmen and women, politicians, labor representatives, news and other media professionals, high school and college students, housewives, senior citizens, and members of professional and service organizations. The listing is significant for the very reason that it does represent what they believe should be done to extend the use of the college facilities. There is little disagreement, today, that public facilities must be used as fully as possible, and that the professionally trained staff can provide a special leadership not otherwise available in local communities. Extending the services of the college, in ways I shall suggest, will extend the use of the college to many who share the cost but feel they derive no personal benefit from it. Some of you are doing all or many of these things; some are services provided on special request, gladly, willingly. What I am proposing is a campaign to seek out new ways of serving.

(1) Library Availability. Our college libraries should be open for more weekend hours, for community use. A few years ago, when I inquired about the limited use of our libraries on weekends, I was told that community college students were not used to going to the library for weekend study, that only students in residential colleges regularly used their libraries in this period. I submit that residential college students begin their college careers with the same commitment as do community college students. It is because the residential college libraries are available and open that the students come to expect it and profit thereby. We have sought, as advocates of the community college, to be regarded as segments of higher education—to get away from the image of the high school extension. Why, then, are we too frequently the only college libraries failing to maintain an open door—except for four hours—on a weekend?

(2) Adult Education. Community colleges have become popular starting points for adults who can afford their fees to begin a long deferred education. These adult students come in all shapes and sizes—and they can be your key to the community.

They could be approached, for example, to explore their interest in a Great Books series. Great Books and, later, Junior Great Books were started in public libraries—I belonged to one more years ago than I care to remember. With all the adjuncts to books which are available

in most community college IR centers, a program open to the community, using the best professional ability available in most communities, could be a benefit to many. And I'm suggesting that it be started in the college library where films can supplement books and where their availability could permit the use of tapes with Maurice Evans as Hamlet, for example.

(3) Labor and Trade Union Members. Union and other trade people make up a part of your community. In your booklists, your tape collections, perhaps in your film collections, you have acquisitions purchased for your own students of history and political science which trace the history of the labor movement. Why not get in touch with labor or trade union members who live nearby, and provide them with such a list. Suggest a special showing of a film or a taped special speech for their group.

(4) Women's Movement. There is now in every community a list of women's organizations. You have, I'm sure, acquired books, films, and tapes on the equal-rights-for-women movement. In critical importance in some states still is a ratification of the Equal Rights Amendment. Plan a program to interpret the need for ratification—and don't plan to invite *only* Women's Liberation—although you may ask them to help in planning the program! May I suggest, in order of priority, the Garden Club, Business and Professional Women's groups, PTA and Mother's Clubs from your local high schools, and the League of Women Voters; *then* Rotary, Lions, Optimists, Elks, and Moose; then the city councils; and, finally, members of the state legislature. My listing of priorities is made with diabolical intent: by the time you get to the legislators, other people who attended early will have begun to talk to them—and maybe we'll get the ERA ratified!

(5) Black Americans. Most of you are rapidly building your collections of tapes, films, and books relating to black Americans. I work with social studies teachers at the high school level who are struggling to find materials for classroom use. Why not invite them to view films which would be useful to them as teachers? In one school with which I work, student interest centered in the history of the blacks in the local community. My enterprising black assistant located a charming, elderly black woman whose memory was rich with lore passed on by a proud grandfather. She brought to our classroom not only her memories, but a wonderful collection of old pictures and old

household items. (Parenthetically, it was great for her, too, to be needed). Such a program could be set up for small groups of racially integrated social studies teachers and followed by programs for high school classes in black history, black humanities, or U.S. history. Or you might make available on loan the tapes and films the teachers have seen. Why not?

(6) Senior Citizens. Every community has senior citizens. Why not invite them occasionally to special showings of old movies they once loved? Why not set up a program to explain the legislative drive to provide tax relief to them or the availability of such programs as old age assistance and medicare? Your speaker might be a legislator who is sponsoring such bills. Why not use your exhibition space to show *their* crafts, *their* paintings, *their* collections? And make a special point of inviting them in when *student* projects are on display.

(7) Local Government Officials—City Councils, Environmental Agencies, Planning and Zoning Boards, etc. Invite these organizations (or others I haven't listed) to meet on your campus once or twice a year. Offer to show a film on a subject in which they have a special interest. They may be considering municipal ordinances having to do with fair housing, or land use, or zoning, or recreational facilities, or affirmative action employment practices, or revitalizing a business area, or handling solid waste—a prime environmental problem that hits first at the local level.

(8) Special Interest Groups. Historical societies, landmark preservation organizations, human relations study groups (why not organize one?)—all such groups are potential audiences in your colleges for films, for bringing in experts in highly specialized fields.

(9) Poetry Buffs. For these lonely ones why not provide an opportunity to exchange opinions on Auden's latest poem, or the chance to hear comment from a gifted staff member. Why not poetry readings using tapes, slides, or films on your campus?

(10) Extending a Hand: Training Sessions. In our Florissant Valley area we have a small, inefficient, impoverished black school district. For the past 15 or more years I have joined in attempts to improve educational opportunities for Kinloch and to equalize educational funding across the county. When federal funds finally became available in the late 50s, we all applauded. Grants announced in the

press were impressive. Some time later (perhaps a year and a half), I made a speech in a new federally built school in the district and was given a grand tour. Behind a locked door was a room stacked with equipment purchased with federal funds. There were overhead projectors, equipment for making slides—all kinds of trappings which could be used to great advantage. There was an unbelievable collection of sophisticated laboratory equipment—none of it unpacked. It was all kept locked up in the room because, I was told, no one knew how to use it.

Well, just two short years ago, Florissant Valley Community College set up in-service training for teachers in that school to train them in the use of the kinds of equipment available to them. I can think of no better gift of services to improve the cultural level of the community. It is suggested here that this kind of outreach can and should be made by community colleges more frequently. You may not have in your community a school which is as impoverished both culturally and financially, but you might look. In our own area there is at least one other such district, and perhaps you can identify one in your own service area. Any service you may offer to help them enrich their meager programs will probably be welcomed.

New Outreach

The very able Dean of Instructional Services at Florissant Valley initiated a proposal to examine the needs of three population segments believed to be underrepresented in our student body: blacks, women, and after-60 seniors. The random sampling was taken from the census track (not from the more exclusive voter registration rolls) and much information duly fed into the computer, which took a very long time to analyze and be reported back. Preliminary data do show evidence of new needs for the three groups, and some programs have been initiated this year to meet those needs.

In connection with that study, I should like to go back to something I said earlier about the role of the community college in realizing the hopes and dreams many of us shared in opening doors for the many blacks who had previously been excluded from higher education. Some progress has been made toward reaching that goal, but who among us believes that promise has been fulfilled? More recently, we have put some emphasis, surely not enough, on meeting the needs

of women. I would be the first to say we have a long way to go. But it was distressing, to me, to learn from Florissant Valley that funding for this project had been severely cut for this year and that it was suggested that the project direct its energies primarily toward women's programs. Programs for blacks, the funding source believes, no longer need this kind of attention. This seems to me to be a recurrence of the old educational ploy: you may not have reached a goal; but if a more "popular" thing comes along, drop the first and get along with the new. It is my fervent hope that we look for other resources and keep both of these groups and the senior citizen group in our focus. For those of you who may be interested in this project, additional information may be obtained by writing the CIRCLE Project Director, Betty Duvall, at Florissant Valley Community College.

Many of us who share responsibility for the community colleges believe they are catalysts for good—sometimes for change—in the areas they serve. The physical plants we have built should be used fully by the people in the community. Some of the suggestions made here may be regular services on your college campuses. You may have many programs that are a part of the outreach toward your community which I have advocated. The unique feature of the community college, I believe, is its approach to meeting new societal needs for education beyond the high school. All of us need to remember that those are constantly changing needs—and that we need to be flexible enough in our planning to continue to play that role. Improving cultural opportunities, enriching lives, is a noteworthy goal.

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SESSION V/COMMUNITY IMPROVEMENT: ECONOMIC AND ENVIRONMENTAL HEALTH ASPECTS

Chairman: S. Hartley Johnston
President
Westmoreland County (PA) Community College

INTRODUCTORY REMARKS

S. Hartley Johnston

As chairman this morning, I would like to make one brief remark. One of the sponsors of this conference is the Monsour Medical Foundation, located in Jeannette, Pennsylvania near Pittsburgh. During the planning stages for this conference, I mentioned to Dr. Martorana and Dr. Bender that this organization might be interested in supporting the conference since it is extremely active and is growing. In fact, it recently established an office in Washington, D.C. It has worked closely with WCCC and other agencies in doing exactly the kinds of things that this conference is promoting.

This morning's session is Community Improvement: Economic and Environmental Health Aspects. We have two distinguished gentlemen to speak on this subject: Dr. James L. Wattenbarger, whom those of you in community colleges all know, and Dr. Mel Koch, President, Monroe Community College in New York State. If you are from the north, I am sure that you know about Monroe Community College because it is one of the outstanding ones up our way. Without further word then, I would like to introduce Dr. Wattenbarger, Director of the Institute of Higher Education at the University of Florida. He has been in the community college business a long time, and for 10 years was the state director of the Florida community colleges. He took the system there from four community colleges with only a few thousand students to over two dozen colleges and over three hundred thousand students.

IMPROVING THE LOCAL ECONOMY

James L. Wattenbarger
Director, Institute of Higher Education
University of Florida

We're all aware education is a very difficult thing to define. Its effect and impact are difficult to define also.

A long time ago Socrates tried to define the nature of the educational process and the effects it had in transforming individuals into something different than they were. He observed that as a result of this educational process something happened to a human being that was beyond training in a specific skill. He noted that he could easily understand the training of a horse or a dog, but that a human being left him puzzled. What are the extraneous contributions of such items as inherited abilities, family background, previous educational experience, surroundings, teachers, fellow students, times, personal applications, readiness, or any number of other factors? These questions still plague those of us who work in the field of education. What circumstances influence the depth and extent of the educational transformation? Why is it that sometimes it is more successful than others? Is the transformation impeded by high student/faculty ratios for some people but not for others? Are there different kinds of educational transformations? In what ways do educational transformations affect the communities at large? Are there several dimensions needed to quantify the results? Can educational transformation be quantified at all? We have seemingly made little progress in the last 2500 years in defining or answering these questions! We're still asking ourselves the same questions: What effect does education have? What effect does it have on an individual? What effect does it have on society in general?

I don't harbor any presumption that these remarks today will shed particular light upon the questions Socrates raised either. However, it may be valuable to select a phase of human activity such as the economic phase and examine such evidence as we may be able to find to determine what effect educational transformation has upon economic activities. In other words, we are interested in the impact of education, particularly education in a community college, upon local

economy. The focus of these observations will be centered upon the economic impact of the community colleges. One may wish to assess, then, the way this impact is supported through the local action of the specific institution and the coordinative and/or leadership role of the state agencies in improving local economy and the total state economy.

There have been a number of studies carried out over the past 20 years which have quantified the economic benefits of postsecondary education. Research on the economic benefits of education are well known to those who have studied this area of concern. Names like Gary Becker, Lee Hansen, Theodore Schultz, Burton Weisbrod, Howard Bowen, and Seymour Harris are well known to most students. The use of the concept of improving human capital, the analysis of the process, and the appreciable results of that improvement on local and national economy provides a basis for assuming the personal as well as the social benefits of education. Perhaps less well known but equally concerned are studies of the improvement of human capital specifically centered around the community college: Harold Kastner, Don Garrison, James Selgas, John Sausoy, Joe Rushing, Clyde Blocker, Ronald Merchant, Adger Carroll, Loren Ihnen, Harry Heinimann, and Edward Sussna are but a few of those who have conducted research. These individuals have completed studies which relate specifically to the results of two-year educational programs, both technical and general.

Most of these studies are related to the individual in their analyses. One may safely assume, however, that the economic impact that an educational program has upon individuals will certainly affect the community at large because the community is made up of these individuals. A few studies have provided specific attention to economic impact of an institution upon a local community. A brief examination of several of these may provide perspective for the conclusions of this paper.

In 1969, Ronald Merchant studied the economic impact of Spokane Community College upon the Spokane metropolitan area. In conducting his study he followed the work of Steilein's similar study of Gonzaga University in the same area. His conclusions may be summarized as follows:

1. Spokane Community College has grown (during 1963 to 1968, the period of study) at rates much greater than the community itself in terms of population (enrollment), employment, capital investment, and direct expenditures. The conclusion may be reached that the economic impact of

the college was, therefore, greater than other comparable elements in the community.

2. Spokane Community College will continue to grow and develop and will, therefore, have continued and increased economic impact upon the community.
3. Spokane Community College students spent $5,000,000 for goods and services during a single year.
4. At least 2000 students are in Spokane who would not be there if Spokane Community College were not in existence; they came from someplace else to be in attendance there. The average student spends $1,835 in Spokane, thereby contributing $3.67 million to the local economy.
5. The "real" economic impact of Spokane Community College may be summarized as an expenditure of $27 million within a five-year period.

This was not a detailed study. It was rather simple in its approach, and reached its conclusions on a rather simple basis of amount of dollars spent in the community.

In April 1971, the Office of Research for Tarrant County Junior College District, Fort Worth, Texas issued a report on the economic impact of that institution upon its service area. Joe Rushing is president of the district. The report was modeled in part upon Merchant's study. A summary of this study concludes:

1. Tarrant students spend more than $35 million a year on food, clothing, shelter, transportation, and entertainment in the community.
2. Full-time employees and spouses earned over $7.5 million, of which at least 80 percent of the net was spent in the county.
3. Architectural and construction firms in the county have been paid about $21 million by the college.
4. The college annually spends about $1.5 million for goods and services to county manufacturing, services, and sales organizations.
5. The college has meant a net population increase to Tarrant County of more than 7,000 people.

This was also a simple approach which really did little more than measure the specific dollar amounts that had been increased in the local economy by the presence of the college.

A third example of this kind of study was completed in 1973 at Harrisburg Area Community College. This study was carried out by James Selgas, John Saussy, and Clyde E. Blocker and was modeled after Caffrey and Isaacs' manual, *Estimating the Impact of a College or University Upon the Local Economy*, a publication of the American Council on Education.

This study was somewhat more sophisticated in both approach and analysis than the other two. The implications may be a little more difficult for noneconomists to understand, however. Its conclusions are:

1. The total estimated impact on the local economy in terms of increased cash flows was between $2.2 and $4.0 million dollars. By using the multiplier effect (when a dollar flows through the economy it increases its value as it continues to turn over and flow; 1.45 in this case), the total effect ranged between $3.2 and $5.8 million. By considering the negative effect of local taxes, the final net cash flow that may be attributed to the college was between $2.0 and $4.5 million; income that would not be there if the college did not exist.
2. In addition, it was estimated that persons directly related to the college and its operation paid local taxes equal to about $220,000.
3. Local business inventory was increased by approximately $250,000 because of the college; the credit base of local banks was increased by more than $400,000.
4. Although long-range benefits of the investments in human capital are difficult to assess, it was concluded that, insofar as the area is able to retain the graduates of the college, the average skill and productivity of the area's labor force should be enhanced. This was not measured in any quantifiable form.

These three studies are excellent examples of analyses which provide basic data regarding the direct economic impact of a particular institution upon a specific geographical area. Combined with the studies which indicate the increased income which may be attributed to increased education in a community, there is a substantial body of data now available which clearly indicates that a college, like an industry, has specific economic impact upon the dollar cash flow of its community.

There is adequate research to show that employment in an area is increased by the presence of a community college in at least the

following ways: (1) through the professional faculty who are brought into the community directly as a result of the college's existence; (2) through other employees, secretaries, mechanics, janitors, who are direct employees of the college; (3) through trained local graduates who can fill more highly technical jobs within the community; and (4) through the continuing benefits of improved human capital.

There is also a sizable body of data built up which provides specific statistics on the increased local income resulting from the college. These increases include income from: (1) increased spending from students, some of whom come from outside the area, yielding a net increase from this source; (2) increased spending from new faculty and other employees earning an increase from this source; (3) increased spending on capital construction, a clear increase in funds expended in the community; and (4) increased spending on goods and services required by the college, equally a clear increase in the community.

The National Chamber of Commerce and the Brookings Institute have established that there is a positive correlation between a higher level of education and a higher level of living: the higher level of living directly implies increased expenditures. Increases in the attention given to intellectual activities and aesthetic appreciation has also been documented in communities with higher educational levels. These commonly accompany higher economic levels as well. There are likely a number of other benefits which may be difficult to quantify: the development of the human personality and intellect, or the creation of conditions that enhance the nature and organization of society within a community which makes it more effective and efficient.

All of these data support the contention that the establishment of a community college in a community enhances the local economy. There seems at this point to be little need to provide further proof of this assertion.

A second question, however, is how can the state agency and the local institution coordinate their efforts to enhance the local economy? That is one of the most important considerations in current development in higher education. There is an unquestioned trend toward centralization, often used as a simplistic answer to multiple problems.

One state a few years back claimed it had the true answer to economic development. A state system of technical schools was established. These were designed to be operated by a state board, which would control and operate but not support the institutions. Business

and industry were invited to describe their personnel needs—their job requirements—and they were convinced that the state system would be so sensitive to these needs that it would provide immediate training opportunities wherever and whenever they were needed.

In some ways this system worked very satisfactorily. Industrial developers found a single source to contact at a state level. They were treated with a great deal of attention. The answers they received were not always correct answers, but they could be provided quickly. One difficulty quickly became apparent, however; since the state was not willing to provide adequate funds to establish programs and to support them, local taxes had to be tapped for a large part of the support. The result was a great deal of unevenness around the state among the various institutions. Some were provided for in an excellent fashion; others were poor and of low quality. The state officials who were responsible for dealing with industrial needs were not able to produce the results. They had responsibility assigned by law without authority because they didn't have adequate financial support to carry out the job. Secondly, the limited curriculum authorized for these institutions was inadequate to serve the entire purpose of the institutions. The result of this limitation was the establishment of university branch campuses offering freshmen and sophomore work often in the same neighborhood, costing the state more money for an uncoordinated system of highly questionable quality in postsecondary education. This situation was certainly an example of the state and local area working at cross-results if not cross-purposes.

Instead of this dysfunctionalism, there needs to be close coordination between the state agency and the local institution in order to effect the greatest impact. This must relate not only to responsibilities each has but also to the portion of support which each must assume. The state may:

1. Serve as a central point of contact for all who wish or need educational services at this level.
2. Conduct overall needs assessment studies which identify at least the generalities of needs and the specifics of needs to some extent. Needs assessments studies must be done beyond the local community due to increased occupational mobility.
3. Assist, when needed, the local institution in conducting local needs assessment.

4. Provide leadership in examining new ways of reacting to the community as well as to individual needs. The state often has contacts beyond its borders that institutions may or may not have.
5. Plan for all areas of the state to be served; consider each citizen in the same way; sponsor the development of a complete (and constantly revised) master development plan which considers the needs of everyone in the state and not just those who live in a community which has the money and can support a community college all by itself.
6. Provide leadership in developing a financial support program which will truly implement the assigned role of the college. (One of the most difficult problems in community college operations at this particular time in our development is the fact that we have a thorough and honest philosophical statement and commitment to a philosophy of comprehensiveness but a financial system that is based on a single track system. Most states award funds to community colleges on a credit-hour basis and even, in some instances, credit hours that are offered during the daylight hours.) Adequate financial support includes:
   a. An appropriate proportion to be paid from state funds equalizing differentials among local abilities to pay to 100 percent in many states (The always increasing danger that total state support will result in more state interference in operations than there should be requires vigilance to prevent its tendency toward standardization and mediocrity. No chance for tight house institutions to develop.)
   b. Formula funding for institutions, with a formula that considers institutional differentiation (Standardization is not equality necessarily.)
   c. Differential cost analysis with support based on such costs among various curricula
   d. Adequate support for continuing education as well as credit courses
   e. Encouragement to institutions to operate efficiently and with good management practices
   f. Sound leadership in articulation developments, relationships with high schools on one hand and upper division institutions on the other
   g. Sound leadership in follow-up studies: analyzing economic impact on individuals as well as the community at large

The institution then is responsible to:

1. Operate the institution in a responsible manner, staying within the guidelines established for that institution.
2. Be alert and sensitive to the specific needs of local business and industry.
3. Cooperate with the state in providing accurate and complete data as may be requested.
4. Conduct continuous institutional research activities. Currently, the most neglected activity of institutions is individual institution research.
5. Maintain a high level of evaluation of both program and faculty effectiveness through a continuous process of evaluation.
6. Accept full responsibility for employment of qualified and capable personnel.
7. Use resources in the most productive way by good management practice.

Summary

The various attempts of students of economic impact to define specifically the impact of a specific college upon a specific community and to measure the tangible results of community college education in particular, as well as studies measuring impact of education specifically upon individuals and the community at large, are well documented. These effects can be measured in terms of percentages of increase in individual income in a community. Similarly, studies which document specific dollar contributions an institution may make to the local economy can be documented. The results are positive even when foregone taxes and business duplication are included in the more sophisticated analyses. We find it more difficult, however, to assess how an institution affects the local economy in the less quantifiable ways. Improvement of the manpower pool must have a positive effect even though it is a little difficult to assess completely. Retraining, as well as on-the-job improvement, also undoubtedly has a positive influence upon local economy. The value of cultural development, positive leisure activities, improvement of human concerns, creative outlets of energy, better family life, refinement of personal conduct, increased graciousness of life—all of these, although not quantifiable—do result from education and do affect the local economy.

Finally, we can see how the coordinative function of the state agency, which is without question a most important activity in the sound development of higher education in a state, has positive effect upon institutional ability to affect local economy. If the state agency and local college carry out their assigned roles, the positive effect upon the local economy will be apparent. If they work at odds with each other, they will in that process diminish their impact. The proof that an institution has an effect upon the economy is clear. The question remains, however, one of extent of total impact.

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IMPROVING HEALTH AND ENVIRONMENTAL CONDITIONS

Moses S. Koch
President, Monroe Community College (NY)
and former Deputy Director, Center for Allied Health Careers
Johns Hopkins University

Thanks, Hartley. Marty has asked me to talk about some of the things that are going on nationally, particularly some of my own experiences at Hopkins relative to programs which can affect the health, living, and environmental conditions of people in our communities and programs. In this arena he has asked me to direct my remarks particularly to matters which relate to state and local relationships.

I would like to give you some examples of programs in which state and local levels cooperate effectively for the improvement of health and environmental conditions. In the course of doing this, I'll make a few generalizations of principles that you may or may not agree with.

Health Manpower Planning Is a State Responsibility

One, for example, is that the state must resolve the question of planning for health manpower. In one western state, a community college nursing program recently has been terminated because graduates were having trouble finding jobs. In some areas of the country, they work on the assumption that the community college must demonstrate only a partial need for a program in order to continue it or even to initiate it. That's very different from insisting on a high-demand job market as a prerequisite. In Albany, New York, there's another variation, which is a very pragmatic one. There, the Hudson-Mohawk Association of Colleges and Universities has developed a relationship between the users of medical care delivery (the hospitals primarily) and the providers of allied health care personnel (primarily the community colleges) whereby there is a continuing information flow at least on an annual basis between the consumer and the provider, relative to the demand and supply of health manpower. For example, the hospital can sit down with its feeder community college and say, "Look, in three years we're not going to be able to use the number of medical lab

technicians that you're producing, but we're going to need more radiological technicians." On that almost informal verbal level, the college can adjust its program on a two- or three-year basis of "producing" (if you'll pardon the word) graduates for particular career curricula.

Some of you are here from New Jersey, and you're far more familiar than I am with your statewide Health Professions Advisory Council which consists of educators, health providers, consumers, and the appropriate state agencies. Alabama also has developed a very sophisticated ongoing action program, which is motivated somewhat, incidentally, by the health of its governor. My point is that there are many variations in styles among the states in terms of who plans for health manpower. However, I think you will find one almost invariant condition, namely, the lack of usable manpower data, particularly at the federal level. Manpower planning, in my opinion, should be done on a broader base than locally; the questions of planning for health manpower can best be resolved at the state and regional levels.

Educational and Career Mobility Needs State and Local Coordination

Secondly, there is a great need for state and local coordination to articulate educational and career mobility, particularly in health care delivery. Let me give you some examples. I think an often overlooked area in health manpower is the experience and training which hospitals and many other health agencies provide. But we overlook it. When I went to the Johns Hopkins Medical Institutions, my first responsibility was to undertake a basic study of what health care training was taking place at the Johns Hopkins Medical Institutions. There were all kinds of estimates about the number of programs, what they were like, and so on. Nobody knew; but the estimates ranged from 20 to 40 ongoing programs. When the study was finished, it disclosed 62 ongoing, separate, definable programs, ranging in length from two weeks to three years. Some required as little as an eighth-grade education. Others were sophisticated enough to be considered a very high graduate level; yet the vast majority of those students in those varied programs received little, if any, transfer recognition by colleges or other hospitals. Here is where state and local agencies can cooperate to determine what training is taking place and how it might best be articulated to assure transferability.

Some of you are familiar with the efforts of the Southern Regional Educational Board in developing the C.E.U. (Continuing Education Unit) as a unit of transferability. This is a rapidly growing system whereby industries, hospitals and businesses that provide organized, sophisticated education programs register these programs with a data bank. Then the individual who takes the course at a particular hospital or other employing organization retains, in that bank, a transferable record of that education and training. When he moves to another state which participates in the C.E.U. program, his units transfer with him. A hospital in the state which is about to employ him can look at the training he brings; thus he may not need to repeat training he has already received at the previous hospital.

One example of transfer articulation drawn from the Hopkins experience is the cooperation of the state health department, the State Department of Mental Hygiene, a state college, two local community colleges, one local high school, and Johns Hopkins University (a private institution) to develop a continuum of mental health care education which can begin at any of those levels and can continue through the Ph.D.

I'll mention quickly three other examples. In Florida the community colleges and the high schools are cooperating in health occupation areas on a regional basis. The New Haven public schools are cooperating with Yale University in similarly allied health education. And thirdly, Baylor University in Texas has just recently helped to establish a high school of health sciences.

All of these cooperative efforts are important and necessary, if we are to provide the opportunity for capitalizing on the wealth and resources that are there. They simply need to be tapped, perhaps by some higher "authority." I am not trying to promote state control; but I am promoting state initiative, as well as local initiative, in bringing together these resources. I might quote recommendation number 37 of the Carnegie Commission Report on Nontraditional Education (1973): "The resources of a community should be assessed to create an inventory of existing educational activities and facilities involving various agencies of sponsorship and thus identify the total potential in programs, facilities, and faculty."

Again drawing from the Maryland experience, the Maryland Health Education Research Foundation developed a directory of all of the agencies providing health resources in the state. (My wife happened to have directed it.) That directory has now gone through two

editions. It represents a state level effort by a volunteer, nongovernmental state agency to facilitate articulation among all the institutions offering health care education, and an effort to provide basic information to students and would-be students.

One more Maryland experience—the East Baltimore Medical Center. Those of you who know Baltimore know that the Johns Hopkins Medical Institutions are located in a very low socioeconomic minority inner-city area. In response to the needs of its community, Hopkins began to train people at the East Baltimore Medical Center in family health care delivery. Many of the people, almost all of them black, lacked a high school diploma. These students were trained for six months to carry elementary aspects of primary medical care into the community, into hospitals and clinics, into health maintenance organizations, and so on. That training program was picked up in turn by Essex Community College which provided credit for its successful completion. In other words, if a person were recruited, probably a non-high school graduate, to take six months of training for primary care delivery in his community, he or she was earning college credits, as a by-product of their training in primary medical care for their community.

State and Local Planners Must Identify Realistic Requirements for Proficiency and Success

Thirdly, there is a need for state and local planners to identify the real requirements for proficiency and success in a given allied health field. We need to examine more realistically some of the anachronistic requirements placed upon students who want to be licensed as health care deliverers. We need to realign the curricula accordingly and then to articulate those curricula within the state's educational system. For example, one community college has finished the first two phases of a study which indicates that a student with 1800 hours of clinical experience as a medical lab technician does as well, if not better, on simulated measures as a student with the national requirement of 2400 hours. Another community college decided, with its students, that the one-month vacation allowed at the end of their training period would be at the end of 23 instead of 24 months of training. In response, the national professional association which established the 24-month requirement insisted that this was 23 months of training, not

24, and that those students must come back at the end of that month of vacation and take more clinical work in order to qualify for the national examination. I am pleased to say that, after months of written and personal negotiation, the professional association finally capitulated and allowed the college to retain its schedule in an effort to identify the real requirements for proficiency.

Illinois has done a particularly good job in developing well-founded competency-based curricula in radiologic technology and in respiratory therapy. They are using task analyses to determine competent performance on a statewide level. In turn, these are then developed into sequential packages of learning directly related to professional performance. Recently, Essex Community College and Johns Hopkins have developed a science based modular program which relates learning content to the delivery of health care. Instead of teaching botany, biology, or anatomy, as such, they've taken pieces of anatomy and pieces of human biology and put them together into units that relate to cardiovascular diseases, to digestive disorders, etc. Thus, those institutions are identifying realistic requirements for competency in a given field of health care delivery.

The State Needs To Be More Concerned with Health Maintenance and Consumer Education

Fourthly, state health authorities should be more concerned with preventive care, namely health maintenance education, i.e. consumer education. We do know that the greatest cost of medical care is the number of people who go to hospitals. Many persons conversant with the economics of health care delivery say that the only way to make any real dent in the cost of health care delivery is to reduce the amount of time a person spends in the hospital. The state should motivate community colleges to consider health care consumer education for all students and for the community as an effort to reduce the frequency and length of hospitalization. It is surprising, for example, how few students, even in health curricula understand acronyms such as PSRO, HMO, AHEC, or terms such as "third party payers," or liability insurance, much less the politics of medical care. Recently in Kentucky, I met a student in an allied health curriculum who had formed a student association of allied health practitioners; in the course of this conference she said to me: "You know, if we've learned nothing else

we've learned the politics of medical care; and, boy, that's a lesson." That's not in any curriculum, yet it's extremely important to the consumer as well as to the deliverer of health care.

We're faced today with ethical decisions we've never been faced with before. I don't have to cite the recent example of the young black woman who was involuntarily sterilized. Future ethical questions on matters such as cloning, transplants, and genetic control are just around the corner. Decisions on such matters need to be answered by the public, not by the health professionals. But when I see medical secretaries having to take a course in anatomy and physiology, it really bugs me because I think there are far more important things for those medical secretaries to learn than human anatomy. They will not have to remove anyone's appendix, but they are going to have something to say about decisions that are going to relate to me and to you. So I would say that state health commissions and local agencies ought to be much more concerned with consumer education and with some of the critical issues arising on the health maintenance and health care horizon.

At All Levels We Must Help People Become Aware of the Environment as a Factor in Health

Fifthly, there is a vast need to enable people at all levels to become more aware of the environment as a factor in health and happiness. Leslie Falk, in an article in the *Journal of Medical Education* of February 1973, made a very cogent statement that has a lot of relevance in terms of the environment and its control: "We know clearly now," he wrote, "that most illnesses derive from societal causes. War, poverty, heart disease, and malnutrition are social in origin; so are almost all our current plagues, including cigarette smoking, alcohol and drug abuse, the diseases and accidents of occupations, and auto collisions. In each case, the health and quality of life of vast numbers of people are violated not simply by microorganisms but by groups of men in the social system." Individual colleges *are* beginning in communities and states to train people for occupations in environmental control. Queensboro Community College is working on a curriculum in environmental controls which includes accident prevention, housing hygiene, and noise abatement. Charles County Community College in Maryland has had a program in water and solid waste disposal for some time now, a program no longer unusual. But I think the aspects

of the subtle environment that we never think of as societal causes of the major killers in our society have been overlooked.

Similar curricula in two- and four-year colleges have been accelerated by passage of the Occupational Safety and Health Act. This national legislation lists 500 chemicals as dangerous. Now, somebody needs to police those chemicals; and I don't think you need a Ph.D. to do that. Here, then, is an expanded role for community colleges and a matter for states to consider as a qualification for industrial nursing, for example. This then is another dimension for state and local cooperation; namely, that at all levels, for all persons, there should be an awareness of the physical effects of certain lifestyles. Our major killers are cancer, heart disease, and accidents, each reflective somewhat of one's lifestyle. I was particularly pleased recently to be at Hampshire College in Massachusetts where there was a student-operated one-day seminar on the effects of the environment upon our lives. This was conducted entirely by students and students came from as far away as Connecticut and New York to the conference where they delivered papers, as a learned society might, on how the environment affects our health. What I am saying in effect is that the state and local levels should cooperate in the injection, into all levels of education, of a concern for health maintenance via environmental concerns.

State and Local Planning Needs To Be More Imaginative and Flexible

Sixth, state and local planning needs to be more imaginative and flexible. A year ago, I think one of the more imaginative and interesting plans that was under discussion in New Hampshire was the possibility of bringing together members of their legislature, who were on health and welfare committees, with health care planners and educators at the state level, to provide more realistic legislation, especially concerning licensure and manpower requirements. I challenge you to think back to your own experience, especially those of you from the state level: how often do you meet with your counterparts in other agencies? If you are in education, how often do you meet with the state health commissioners, the state commissioners of labor, the state person in charge of labor statistics, and so on? How often do you meet with the legislators who are developing the laws and ordinances that will affect us for many years? There is a universal need for some bold state to study the validity of current practices in licensure exam-

inations. The states have to concern themselves far more with performance tests than with paper and pencil tests. These efforts at state and local planning call for the most imaginative and flexible cooperation at state and local levels.

State boards need to be more liberal in motivating and approving experimental ideas in community colleges. Alan Pifer, President of the Carnegie Corporation, when he spoke before the American Association of Community and Junior Colleges in February in Washington, made a rather bold statement. He said, in effect, that community colleges should think of themselves less as elements of a traditional higher education system and more as units of community change, i.e., social change agents. A lot of people in higher education, especially in community colleges, do not like this; but it is the kind of thinking that we need more of at the national and the state level. I wonder whether any of us have on our state health planning councils representation from the community colleges. I think, for example, decisions concerning medical schools and health science centers ought to be decisions in which community colleges have a say. By the same token, some community college decisions may very rightly involve input from area medical schools or health science centers.

In summary, state and local planning needs to be more imaginative and flexible in view of the radical changes that we face in the future.

Continuing Education May Be the Major Job of Higher Education in Health Care

Finally, continuing education of practitioners may be the major job of higher education in health in the next 10 or 20 years, i.e., keeping the practitioner professionally alive may be our major job. It calls for broad-based education, but in specific areas. For example, a series of Sunday morning seminars to update physicians, operated by Essex Community College, was very well attended.

I have recently come across a rather imaginative use of nonprofessionals in community colleges: namely, the possibility of training large segments of community college populations in emergency cardiopulmonary resuscitation. Thus, we might have a large corps of trained cardiac emergency care technicians who may be available just at the moment that someone suffers a cardiac arrest. The continuing educa-

tion of people in health care delivery may well be one of our most important tasks of the future.

I think if I were to summarize my remarks, it would probably be in the form of saying that so often the initiative comes locally, and here I am not speaking critically of the state. We are accustomed in community colleges to provide the initiative for a new program, for new applications of our skills and knowledge in health care delivery, particularly from the local level. Much of this might rightfully emanate, originate, generate from the state level, where there should be a more cosmic view of the need than local, specific interests alone generate.

SESSION VI/SYNTHESIS AND CONFERENCE EVALUATION

Chairman: James O. Hammons
Research Associate and Assistant Professor
Center for the Study of Higher Education
Pennsylvania State University

CONFERENCE SUMMARY AND EVALUATION

Louis W. Bender
Director and Professor of Higher Education
State and Regional Higher Education Center
Florida State University

This conference began with either Al O'Connell or Marty telling me as I came in at the dinner meeting the other evening that I had my name tag on upside down. When I met Marty at breakfast for the last day of the conference, I noticed that Marty was wearing his name tag upside down.

I would like by way of summary, and it will be a very, very brief summary, to ask you to just review the theme for this conference and then the outline. It seems to me that the summary of the conference is really in the title and then in the topic for each of the sessions, which begin with a concentration upon cooperation. Starting off with Ray Young's notion that it is "Everybody's Duty, But Each One's Goal," we shifted to the change agent foci or loci, however you want to identify it, and to the officials who sit in the chair at the state, the local, the agency, and the institutional levels. These are the officials who, in fact, cannot only bring about change and delivery, but can put it all together. The rest of the program, then, went on to identify certain areas of cooperation. I regret that many of those who should be here did not attend this conference. I also regret our failure to enunciate more clearly that when we talk about community, we talk about a series of publics. The fact that we have no large representation of minority groups—of women and other constituencies of the community—in this room is in and of itself testimony to both the challenge and the opportunity that is available. I would hope that we would think in terms of target groups. While the concept of forum is more comfortable than the concept of advocacy, we are here and we serve a professional calling because of the need to provide a service; that cannot be done merely by talking; some action must be taken.

I like the phrase that Art Loeben used, "the movers and shakers." I do not believe that we can avoid the challenge of being movers and shakers. That does have within it certain liabilities and

certain areas of discomfort. I do not have enough time to review and summarize each one of the themes. I do want to point out, however, that the hidden agenda which I mentioned the first evening was certainly not money, and it was not even as it related to the membership of the states represented here. But it was that we have an opportunity in a given area to demonstrate that in fact it can be put all together as a model, as a pilot. I did like the idea presented by Roger Seager of the adhocracy as Dr. Livingston pointed out and the concept of entrepreneurial behavior which is not limited to the community college but to all social agencies.

If you recall, I began my remarks the other evening using Hershey as an illustration to try to imply that there is a new future on the horizon, one that has evolved in terms of societal pleading and an invisible need that exists. I illustrated this by indicating the transition from an original banking concept of safety to the branch bank concept of investment. As a caution I would like to leave with you what I believe is a sobering analogy from another aspect of this community.

As many of you have learned, the Milton S. Hershey estates, which were established during the life of Hershey, support an orphanage. The institution was developed to educate orphan boys and to provide them an opportunity to live on one of the farms established on the Hershey estate. This brick building right out in front of the conference center is one of the many farm houses which was used for that purpose. When a farmer and his wife were interviewed to be tenants for the Hershey farms, the interviewers were looking for two things: the ability to be a farmer and, more important, the willingness and capability to serve as foster parents to 12 or 15 orphan boys. You will see these buildings throughout this community. Those orphan boys came onto these estates and onto these farms to work, there is no doubt about it; but they also had a sense of living in a family setting, of sharing, of having joys and pains.

The Hershey Junior College, as I mentioned before, came about because many of those boys wanted to pursue an academic path in life. It was developed so that those who wanted an academic path went through the Milton S. Hershey school (a private institution), completed two years of college, and were then given a loan to complete their baccalaureate program. Those boys who had been living in these homes over the years (because they accepted the orphan boys at any age, preschool on) who wanted to move toward a trade or an occupa-

tional area had a training experience through the industrial school which is on top of the hill. Following this experience, they served an apprenticeship in every facet of this company town, whether they were an apprentice in carpentry, plumbing, electrical work, or what. Most of the leadership of the Hershey Corporation today really came out of the groups that lived on those farms. What happened was, philosophically, quite beautiful; but I am afraid that when we talk about the opportunity for a revitalized analysis of the community and what we should and can do for the community, we may run into the same albatross as Hershey did.

People criticized the Milton S. Hershey enterprise, saying that it was a benevolent patriarchy which exploited the boys. As Hershey moved to retirement and passed away, there were tremendous pressures to change the configuration. As the pressures mounted, there was a growing away from the boys' involvement and doing for themselves to things being done for them. Now, the boys in the orphanage do not have the kind of apprenticeship that was formerly offered. The junior college has disappeared; it was absorbed by Harrisburg Area Community College. But, more importantly, these buildings that you see have been replaced by three quarter million dollar centers, satellite centers, and a farmer and his wife are no longer recruited for the role of being parents; psychologists, social workers, and special professionals work in these centers with the boys. I suggest that there has been a loss, not a gain, by this shift from the family to the center and from contributing and doing to having things done. There are many parallels to the kinds of things that we have been talking about in the future challenges of agencies, including the community college at the local and the state level, as it brings, as it focuses upon community renewal, community vitality, and community direction. This has to come by the participation of all of the facets of the community, the people themselves. Whether it be a brokerage or a catalytic role, it seems to me that we are in the position through strategies of cooperation of putting it all together. Thank you very much.

DISCUSSION GROUP PERIODIC REPORTS

Group A: Dr. Robert Stauffer

Questions first:

1. Can a community college be all things to all people?
2. Have we seen the end to quality control in education?
3. Does the term "junior college" inhibit our orientation for this conference?
4. Is a university flexible enough to provide in-service education for community college faculty members?

Recommendations:

1. Improve the communications network. Generally what's wrong with any organization is a communications problem.
2. Community colleges should become a data base center for other agencies in the community and for the state.
3. Community colleges have a dual responsibility to the local community and the state.
4. Community colleges need to be accepted and respected. Therefore, public relations is very important. Many community leaders have loyalty to a university and not to a community college. They should reach every person in the community college's environs.
5. State and local officials need to recognize flexibility as a valuable educational tool, and not inhibit flexibility.
6. Each community college student should be exposed to aspects of community life such as power structure and practical politics.

Group B: Dr. Alfred Livingston

The group focused on the conference topic of state-local agency and community college cooperation for community improvement.

Following the exploration of the various issues and concepts involved (Should a community college be all things to all people?), the group agreed upon an action strategy for improving the cooperation of

the institutions or agencies under consideration. Activities designed to carry out this action strategy would include the following:

1. Community colleges should increase their efforts to assure that appropriate agencies, at the local and the state level, understand their service capabilities and their willingness to put these capabilities to use in cooperation with local and state agencies.
2. Efforts should be directed, with due regard for the political realities of each state, to encourage the planning of conferences such as the present conference at the local and the state level.

The group was impressed with the utility of the brokerage concept and its possible application to the function of the community colleges and of the state and local agencies involved. The key would appear to be a willingness to accept each institution's objectives and to jointly determine cooperative ways to achieve them in the best interests of the community.

The group felt that a promising area of cooperation, which could be modified according to local conditions, would be the provision of a cooperative local community resource center including provisions for a data bank.

We were really thinking about the realities of the kind of cooperation we're talking about and realizing that this becomes a kind of negotiation in agency and institutional self-interest. This is positive. Conferences such as this are also positive. We liked the concept of adhocracy—that an individual with a spark ought to go talk to people and not wait for a conference. If people can get together with people, agency people, community college people, and talk together, then things can happen. Those things, while not perhaps ideal, can lead to cooperation with some sort of state system that will require everybody to talk together. Cooperation can happen if we look at the self-interest of each of the agencies and institutions involved and come together with a negotiation that will allow the purposes of both of the institutions to be served in the interests of the community. Good things can happen. Didn't disregard financing. Conference made this viable. In order not to lose meaning, the community college must relate to needs it can serve through its basic purposes of education, counseling and advising, and social action areas. The community college can serve a catalytic leadership role—with caution. Let's not

forget that its responsibility is to produce individuals who are able, willing, etc., to do other social things; it is not necessary for the college to do them directly. If the community college goes too far beyond leadership it can become merely a social agency and it may lose its own meaning.

Group C: Sally Davenport

Our group thinks that the state should initiate the process of planning by community colleges for community improvement. The state should: (1) request of the colleges an inventory of community resources, planning activities, and existing linkages between the community colleges, agencies, business, industry, and the professions; (2) strengthen those linkages with community colleges that already exist and, through information exchange, expand linkages elsewhere; (3) provide a statewide forum for the community colleges to discuss their particular roles and missions in the context of linkages.

Future conference planners might well assign a specific problem or problems to each discussion group, which can possibly arrive at specific answers.

Group D: Alan Povey

The group first attempted to deal with the more philosophical question concerning the goals of the community, recognizing that until there is some degree of consensus on goals it is difficult to think, speak, or act in terms of improvement of that community.

It was recognized that community colleges responded to special interest groups and that, at times, responses are made to these groups without great thought about the long range public goals. This is not to infer that these special interest groups are intrinsically "evil"; on the contrary, many of their goals contribute to the community good. The community college was seen as an institution which could help the community good by making appropriate responses to these special group demands. Interorganizational coordination was emphasized, with the recognition that, indeed, the college cannot be all things to all people but is, nevertheless, an integral part of the community response mechanism.

The question was raised: Should the college be an advocate or merely provide a forum for the attempted resolution of community needs? The forum role was the more comfortable one.

It was generally agreed that the community colleges should and would respond to the consumer and to the marketplace, and, that this being true, it would be necessary to make funding patterns more flexible. In other words, the funding of a college should be correlated with its programs and goals.

The question of flexibility of programming was discussed. New programs cannot be added indefinitely without dropping old programs, given a finite number of potential students. Some balance must be struck between giving students what they want and what the community needs. One of the goals of a community college is to retain the students in the community; however, if the college educates students in fields for which the community has no jobs, the students will leave after graduation. Another aspect of the problem is that a community college must have respectability and status if it is to succeed; therefore, to a certain extent, the transfer element of a community college must be retained. The question of where the balance should be struck in allocating resources between transfer programs and occupational programs must depend on how the needs for each type of program are perceived by the community college presidents, boards of trustees, and other involved college and community officials.

In the occupational area, it was generally agreed that the two-year concept needed some modification. Length of programs should be tailored to the materials to be learned. While in many colleges a majority of students do not complete a typical two-year program, the expectation that they should do so creates misunderstanding among community and state officials. Therefore, the commonly accepted standard for measuring successful output based on completion of studies over a fixed period of time needs to be revised.

CLOSING REMARKS

S. V. Martorana

By way of a concluding comment on the part of the coordinating agency for the conference, Penn State's Center for the Study of Higher Education, I would re-emphasize two points: first, the cooperative effort the conference represents, and second, its potential as a first step to move action to improve state and local agency action with community colleges to improve local communities. A comment on the second emphasis first.

As the reports of the recorders indicate repeatedly, there needs and ought to be a series of follow-up steps. The conference apparently has been successful in its goal of bringing together in a face-to-face relationship persons with responsibility for community development in one way or another at state and local levels. We have succeeded in generating a preliminary conversation on how these agencies might serve their particular functions and responsibilities more effectively by utilizing the community college as a common element to serve their particular official responsibilities more completely. We would expect that more face-to-face conferences and more associations on the part of the agencies and the officials involved would follow and that there would be some action in each of the seven states specifically represented at this conference to build on the notion of cooperation for better communication and the use of the community college to make the communities in which they are located better places in which people can live. Indeed, one can visualize some regional further developments of this kind and maybe even a conference at the national level involving some federal agencies such as those Dr. Koch mentioned, as well as the American Association of Community and Junior Colleges, and others at the national nongovernmental or federal government level.

Turning to the lessons in cooperative action this conference seems to give us, one can relate its purpose and discussion results to a question which has been raised recently in some quarters about whether or not universities are flexible enough to provide effective supportive services to the operating community colleges and to the officially responsible state and local agencies which work with these

colleges. This conference, it seems to me, shows clearly that at least with respect to the specific goal of community betterment, particularly through the use of the community colleges, the universities can indeed serve the community colleges and their related agencies well. I would hope that this conference and the roles played in it, particularly by the University of Florida and Florida State University, and, as an extension of the national program conducted by those two, the Pennsylvania State University for the Mid-Atlantic Region, gives an answer by action that the universities can be a flexible, strong, and useful resource to those responsible for delivery of local postsecondary educational services and better community practices. The universities just mentioned were the stimulating agencies behind this conference; surely their resources and support could be equally helpful for more or different topics. The personnel in those universities and those in many other universities over the country who have a community college service orientation as a professional specialization are available to you for many cooperative efforts. They can be resource people to you; they can be some of the linkages that were mentioned as necessary in your recorders' reports to connect your agency with other agencies. Capitalize on these facts. As effective professors of higher education and community college education, they can do things for you that perhaps, in the political arena, you cannot do for yourselves. They can be linkages; they can be resource persons by providing compiled knowledge and research on problems that confront you; beyond that they can be "front men" for you, persons who can be trial agents for ideas and contacts for you without risk of jeopardizing your position on particular issues or local situations. They can do this and yet get back to you the information you need.

These are some suggestions to show how the cooperative relationships that were the predominant theme of this conference can be maintained and extended. Just think about them awhile as you go back to your working bases—your home agency or local community college. Let us hear about your reactions and follow-up actions to these thoughts as well as to all of the ideas, suggestions, and proposals for action for community betterment that now are in the record of the conference. On behalf of the planning committee, all of the sponsoring agencies, and the colleges, states, and localities, I wish to say thank you all for coming and taking part in this conference.

Appendix A: Conference Program

STATE-LOCAL AGENCY AND COMMUNITY COLLEGE COOPERATION FOR COMMUNITY IMPROVEMENT

A Conference of State and Local Officials in the Middle Atlantic States

June 19-21, 1974
Hershey Motor Lodge, Hershey, Pennsylvania

Sponsorship

Florida State University/University of Florida, Center for State & Regional Leadership
with partial support of the W. K. Kellogg Foundation
Pennsylvania State Education Department
Pennsylvania Community College Commission
Monsour Medical Foundation
Center for the Study of Higher Education, Pennsylvania State University

CONFERENCE PURPOSE

Community colleges are attracting increasing attention for the potential they possess to help improve the general quality of life in the localities which they serve. The possibilities for community betterment through the strongly community-based, comprehensive educational programs offered by community colleges are many. This invitational conference is to provide local and state officials responsible for planning and implementing actions to improve local communities an opportunity to examine closely the role of the community colleges and how they can be more effectively utilized.

CONFERENCE SCHEDULE

Wednesday, June 19

6:00–7:00 p.m.
Registration, Social Hour

7:00–9:00 p.m.
Dinner

Session I/Cooperative Community Improvement: Some Propositions

Chairman: S. V. Martorana
Center for the Study of Higher Education
Pennsylvania State University

Welcoming Remarks:
Stanley O. Ikenberry
Senior Vice President for University Development and Relations
Pennsylvania State University

Purposes and Goals of Conference: Mutual Expectations
Louis W. Bender
Director & Professor of Higher Education
State & Regional Higher Education Center
Florida State University

"Concentration on Cooperation: Everybody's Duty, Each One's Goal"
Keynote Speaker: Raymond G. Young
Senior Staff Associate
Arthur D. Little, Inc.

Thursday, June 20

9:00-12:00 a.m.

Session II/Community Improvement: Individual Office Goals, Functional Duties, and Responsibilities

Chairman: Robert Knoebel
Executive Secretary
Pennsylvania Commission for Community Colleges

Local Planning Office Perspectives
Arthur Loeben
Director
Montgomery County (PA) Planning Commission

State Community College Director's Office Perspectives
Alfred C. O'Connell
Executive Director
Maryland State Board for Community Colleges

State Planning Office Perspectives
Robert E. Marshall
Director
West Virginia Division of Community Services

Community College President Perspectives
Roger C. Seager
President
Jamestown Community College (NY)

Break

Discussion Groups

12:15-1:30 p.m.
Luncheon

Session III/Comprehensive Planning: The Global View of the State and Local Community

Chairman: James L. Wattenbarger
Director
Institute of Higher Education
University of Florida

Speaker: Irving Hand
Director
Institute for State & Regional Affairs
Pennsylvania State University–Capitol Campus

1:30–4:00 p.m.

Session IV/Community Improvement: Social and Cultural Aspects

Chairman: Joseph Bruno
Coordinator for Community Colleges
Pennsylvania Department of Education

Improving the Local Social Order
Joseph E. Sturdivant
Director
Industrial Services Division
North Carolina Department of Community Colleges

Improving Cultural Quality
Mildred P[illegible]
Trustee
St. Louis Junior College District

Break

Discussion Groups

Friday, June 21

9:00–12:00 a.m.

Session V/Community Improvement: Economic and Environmental Health Aspects

Chairman: S. Hartley Johnston
President
Westmoreland County Community College (PA)

Improving the Local Economy
James L. Wattenbarger
Director
Institute of Higher Education
University of Florida

Improving Health and Environmental Conditions
Moses Koch
President
Monroe Community College (NY)
and
former associate Director
Johns Hopkins University
Community Health Program

Break

Discussion Groups

Lunch (No program–informal discussions)

1:00-3:30 p.m.

Session VI/Synthesis and Conference Evaluation

Chairman: James O. Hammons
Center for the Study of Higher Education
Pennsylvania State University

Recorder Reports

Conference Summary and Evaluation
Louis W. Bender
Director & Professor of Higher Education
State & Regional Higher Education Center
Florida State University

3:30 p.m.
Adjournment

Naomi V. Ross, *Community College Teacher Preparation Programs in the U.S.: A Bibliography with Introductory Notes*, August 1972.

UNIVERSITY OF CALIF.
LOS ANGELES

MAY 23 1975

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

Appendix B: Conference Participants and Speakers

STATE-LOCAL AGENCY AND COMMUNITY COLLEGE COOPERATION IN COMMUNITY IMPROVEMENT

Pennsylvania

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Dr. Elwood A. Shoemaker
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—Executive Secretary designee
Pennsylvania Community College Commission and
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George Washington University

Speakers

Mrs. Mildred Bastian
Trustee
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S. V. Martorana is research associate at the Center for the Study of Higher Education and professor of higher education in the college of education at Penn State. Dr. Martorana has an M.A. and Ph.D. in education from the University of Chicago. Prior to his appointment at Penn State he served as vice chancellor for community colleges and provost for vocational and technical education at the State University of New York. Previously he has served in numerous administrative and policy-making capacities in higher education, particularly in the area of community colleges. He has published numerous books, monographs, and articles in these areas, among which are *College Boards of Trustees, The Laws Relating to Higher Education in the Fifty States* (with James L. Wattenbarger) and "Financing Community-Junior Colleges" in the *Encyclopedia of Education.*

James O. Hammons is research associate at the Center for the Study of Higher Education and assistant professor of higher education in the college of education at Penn State. Dr. Hammons has a Ph.D. in Educational Administration/Psychology from the University of Texas and an M.S. in Higher Education/Psychology from Southern Illinois University. Prior to his appointment at Penn State he was a program associate in the division of community and junior colleges at the National Laboratory for Higher Education, Durham, North Carolina. Previously he has served in several administrative positions in community colleges throughout the country. His publication interests center in curriculum and faculty development; he is currently working on a book dealing with case studies of successful faculty innovations in instruction.

Center for the Study of Higher Education
The Pennsylvania State University

The Center for the Study of Higher Education was established in January 1969 to study higher education as an area of scholarly inquiry and research. Dr. G. Lester Anderson, its director, is aided by a staff of twenty, including five full-time researchers, and a cadre of advanced graduate students and supporting staff.

The Center's studies are designed to be relevant not only to the University and the Commonwealth of Pennsylvania, but also to colleges and universities throughout the nation. The immediate focus of the Center's research falls into the broad areas of governance, graduate and professional education, and occupational programs in two-year colleges.

Research reports, monographs, and position papers prepared by staff members of the Center can be obtained on a limited basis. Inquiries should be addressed to the **Center for the Study of Higher Education, 101 Rackley Building, The Pennsylvania State University, University Park, Pennsylvania 16802.**

SELECTED PUBLICATIONS AVAILABLE FROM THE CENTER FOR THE STUDY OF HIGHER EDUCATION

Monographs

CUPIR: Cooperative Utilization of Private Institutional Resources: A Multifaceted Thrust for the Private Junior Colleges, S. V. Martorana, Eileen P. Kuhns, Richard M. Witter, and Alan J. Sturtz, October 1974 (jointly with the American Association of Community and Junior Colleges).

Innovative Programs in Education for the Professions, Larry L. Leslie, June 1974.

Insights into Higher Education: Selected Writings of CSHE, 1969–73, Vol. III, Curriculum, Graduate and Professional Education, Finance, Winter 1974.

Insights into Higher Education: Selected Writings of CSHE, 1969–73, Vol. II, Community College and Postsecondary Occupational Education, Winter 1974.

Insights into Higher Education: Selected Writings of CSHE, 1969–73, Vol. I, Governance, Winter 1974.

Anatomy of a Collective Bargaining Election in Pennsylvania's State-Owned Colleges, G. Gregory Lozier and Kenneth P. Mortimer, February 1974.

Variability in Faculty Perception of the Legitimacy of Decision Making at Nine Pennsylvania Institutions, David W. Leslie, November 1973.

Institutional Self-Study at The Pennsylvania State University, Kenneth P. Mortimer and David W. Leslie (eds.), December 1971.

Human Services Occupations in the Two-Year College: A Handbook, Theodore E. Kiffer and Martha Burns, May 1972.

Numbered Reports

The Higher Education Faculty of Pennsylvania: Selected Characteristics, Larry L. Leslie and James Creasy, July 1974.

The Comm-Bacc Study: Postbaccalaureate Activities of Degree Recipients from Pennsylvania Institutions 1971–72, William Toombs, August 1973, Report No. 23.

Students and Unions, Neil S. Bucklew, July 1973, Report No. 22.

Compensatory Education in Two-Year Colleges, James L. Morrison and Reynolds Ferrante, April 1973, Report No. 21.

Pennsylvania's "State-Owned" Institutions: Some Dimensions of Degree Output, William Toombs and Stephen D. Millman, February 1973, Report No. 20.

The Trend Toward Government Financing of Higher Education Through Students: Can the Market Model be Applied?, Larry L. Leslie, January 1973, Report No. 19. (Out of print.)

The Rationale for Various Plans for Funding American Higher Education, Larry L. Leslie, June 1972, Report No. 18.

Collective Bargaining: Implications for Governance, Kenneth P. Mortimer and G. Gregory Lozier, July 1972, Report No. 17.

Productivity and the Academy: The Current Condition, William Toombs, May 1972, Report No. 16. (Out of print.)

Exceptional Graduate Admissions at The Pennsylvania State University, Manuel G. Gunne and Larry L. Leslie, March 1972, Report No. 15.

The Quality of Graduate Studies: Pennsylvania and Selected States, Stephen D. Millman and William Toombs, February 1972, Report No. 14.

Reports 1–13 out of print.

Conference Reports

The Fifth Annual Pennsylvania Conference on Postsecondary Occupational Education, Angelo C. Gillie (ed.), June 1974.

The Fourth Annual Pennsylvania Conference on Postsecondary Occupational Education, Angelo C. Gillie (ed.), August 1973.

Bibliographies

The University and the Arts: A Preliminary Annotated Bibliography, Ann Kieffer Bragg, May 1974.

Selected Bibliography in Higher Education, September 1969; revised April 1972; revised August 1974.

Occasional Papers

Larry L. Leslie, *A Case for Low Tuition*, November 1974.

Ann Kieffer Bragg and G. Lester Anderson, *Journals of Education for the Professions: A Preliminary Study*, May 1974.

Ralph L. Boyers in collaboration with Robert E. Sweitzer, *Collective Bargaining in Pennsylvania: A Summary of Collective Bargaining Agreements*, August 1973.